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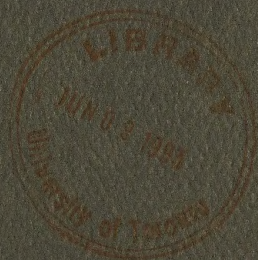
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**Ontario
Council on
University
Affairs**

**Eighteenth
Annual
Report**



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Ontario Council on University Affairs

Eighteenth Annual Report March 1, 1991 to February 29, 1992

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March, 1992



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Summary: Letter of Transmittal



Ontario
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February 16, 1993

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The Honourable Dave Cooke
Minister of Education and Training
22nd Floor, Mowat Block
Queen's Park
Toronto, Ontario
M7A 1L2

Dear Mr. Cooke:

I am pleased to submit herewith the 18th Annual Report of the Ontario Council on University Affairs, which covers the period from March 1st, 1991 to February 28th, 1992.

Each year, Council submits advice on the global funding needed by the university system. When the transfers are announced by government, Council is required to advise on the allocation of these sums to the institutions. From time to time, Council is called upon to review the policies and procedures governing the distribution of operating grants. Council also advises on the eligibility of programs for funding purposes. It provides advice on general policy issues whether issues referred to Council by the Minister or issues identified by Council as ones needing further study. Advice is given in the form of advisory memoranda and this report contains the record of the advisory memoranda submitted and responded to in 1991-92.

Council has always regarded consultation to be an essential part of the process of formulating policy. This approach is one which I know is a very high priority of yours, Mr. Minister. Council consults principally in two ways. It seeks the views of the institutions and other stakeholder groups by asking them for input on specific items of study as they arise. It regularly holds public hearings in various locations around the province. The hearings enable institutions and stakeholder groups to interact face-to-face with Council in a more flexible environment. The hearings also provide an opportunity for

.../2

Mr. Dave Cooke
February 16, 1993
Page 2

Council members to visit university sites throughout the province. The hearings in 1991-92 were conducted in a format somewhat different from the traditional format. Discussions were held with all institutions and stakeholder groups meeting together on specific, high profile issues. There were four hearings, each dealing with one of the following topics: College and University Transitions; the Professions; French-language Education and Accountability/Program Reviews.

I would make a special note of the hearings on accountability and program reviews which initiated the work currently under way in Council. The hearing on the role of the professions has lead to the Academic Advisory Committee subsequently issuing a public discussion paper on the subject. The hearing on French-language Education marked the inauguration of a new advisory agency of government, the Advisory Committee on Francophone Affairs, which has been given responsibilities to advise government on French language and bilingual issues. Finally, the discussions Council initiated on college/university transition issues were entrusted by you to a special Task Force on Advanced Training which is chaired by Mr. Walter Pitman. Council looks forward to receiving this report.

As you know, Mr. Minister, the work and accomplishments of Council that are reflected in this report precede my assuming the office of Chair of Council. On behalf of Council, I would like to acknowledge the leadership given to Council by my predecessor, Dr. H. V. Nelles, and thank him for his outstanding contribution to the ongoing work of Council. I would also like to recognize the work of a number of members of Council and the Academic Advisory Committee who retired from Council and the Academic Advisory Committee in 1991-92: Wendy Rinella and Peter George, from the Council; and, Joan Gilchrist and Ann Saddlemyer, from the Academic Advisory Committee.

Yours sincerely,



Joy Cohnstaedt,
Chair

Members and Officers of the Ontario Council on University Affairs 1991-92

Dr. Hashim Ahmed
(1992) Mississauga

Liliane Beauchamp
(1992) Sudbury

William Broadhurst
(1993) Toronto

Suzanne Fortier
(1993) Kingston

Peter George
*(1993) Dundas

Colin Graham
(1993) Toronto

Evelyn Ruth Ham
(1992) Sudbury

Tim Jackson
(1994)

Merrijoy Kelner
(1992) Toronto

Patrick Lawlor
(1994) Toronto

Harriet Lyons
(1993) Waterloo

Susan McCartney
(1992) Thunder Bay

Lorna Jean Moses
(1992) Toronto

Henry (Viv) Nelles
(May 1992) Toronto
Chairman

William Owen
(1994) Toronto

Wendy Rinella
*(1992) Kingston

Norman Sheffe
(1992) St. Catharines

Jill Vickers
(1994) Ottawa

Gary Warner
(1994) Hamilton

Rodger Cummins
Senior Policy Advisor
to Chairman

Sheila Lucas
Administrative Assistant

Diana Royce
Research Officer

Marny Scully
Research Officer

Paul Stenton
Manager, Research and
Policy Analysis

Anna Uppal
Research Officer

*(Members' terms expire on last day of February
of the year indicated in parentheses)*

(resigned before term completed)*

Members of the Academic Advisory Committee 1991-92

Trudy Bunting
(December 31, 1992) Kitchener

Joan Gilchrist
(March 31, 1992) Komoka
*resigned June 1991

Professor Jean-Louis Major
(September 30, 1993) Prescott

Sandra Olney
(September 30, 1994) Kingston

Spruce Riordon
(March 31, 1992) Nepean
Chairman from January 1, 1990

Ann Saddlemyer
(March 31, 1992) Oakville
*resigned June 1991

Denis Shaw
(March 31, 1992) Hamilton

Carolyn J. Tuohy
(September 30, 1994) Toronto

Alden H. Warner
(December 31, 1992) Windsor

Introduction

Introduction

The Eighteenth Annual Report of the Ontario Council on University Affairs covers the period of March 1, 1991 to February 29, 1992 and contains the full text of all Advisory Memoranda issued during the year. The report also contains a list of Council's public meetings for the year and the response of the Government to the recommendations made by Council.

Council's Advisory Memoranda

91-I The Allocation of the Government's Operating Support for the University System in 1991-92

The Minister of Colleges and Universities informed Council on February 14, 1991 that, for 1991-92, a total of \$1,955.449 million in operating grants will be made available for the university system. Of this amount, Council is to advise on the allocation of \$1,912.835 million to Ontario universities.

The remaining operating grants are withheld for allocation in the following manner:

- (i) \$13.114 million for faculty renewal;
- (ii) \$7.0 million for program adjustments; and
- (iii) \$22.5 million to be retained by the Ministry of Colleges and Universities for line-budget items.¹

In addition to the operating grants announcement, the Minister announced that formula fee rates for all students will increase by 8% in 1991-92. This policy applies to both domestic and visa students. Council notes the significant increase in special purpose grants or line-budget items held back by the Ministry for 1991-92. The special purpose line-budget items withheld from general distribution have more than doubled in the last two years. Council also notes that recommendations on the distribution of the \$7 million Program Adjustments Envelope were provided in previous advisory memoranda and therefore are not included in this advice. The distribution of \$1.262 million in carry-forward commitments for 1991-92 associated with program adjustment projects commencing in 1988-89 was addressed in Advisory Memorandum 88-VII.² In Advisory Memorandum 90-XI, Council recommended on the distribution of \$2.2 million in support of new program adjustment projects commencing in 1991-92, and a sum of \$3.538 million in carry-forward commitments for 1991-92 from projects started in 1990-91.³ At this point Council believes that it is appropriate to note that the funding that institutions receive through the Program Adjustments Envelope is critical to the stability of institutional planning. The initiatives financed through this envelope function integrally with other funding envelopes, in particular to support corridor shift funding and to allow institutions the flexibility to meet Government's strategic objectives.⁴

In Advisory Memorandum 90-IV, Council recommended that the operating grants available to cover the costs of Council's basic funding objectives be increased by 8.7% in

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1. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, February 14, 1991.
 2. Ontario Council on University Affairs, "Advisory Memorandum 88-VII, The Allocation of the 1988-89 Program Adjustments Envelope", Fifteenth Annual Report 1988-89, pp. 97-106.
 3. Ontario Council on University Affairs, Advisory Memorandum 90-XI, The Allocation of the 1990-91 and 1991-92 Program Adjustments Envelopes.
 4. Letter from Alan George, Vice-President, Academic and Provost, University of Waterloo, to the Honourable Richard Allen, Minister of Colleges and Universities, March 7, 1991.

1991-92.⁵ At that time, Council also recommended an additional 5.1% funding enrichment as the first stage in a multi-year program to address specific quality enhancement initiatives. The 7.3% increase in total operating funds made available by Government in 1991-92 falls substantially short of the basic needs identified in Council's 1991-92 funding advice.⁶ The restoration of quality in the Province's universities was also at the forefront of the system-wide discussions chaired by the Minister of Colleges and Universities this winter with the Council of Ontario Universities⁷, the Ontario Confederation of University Faculty Associations, the Ontario Federation of Students, and other organizations. In addition to underscoring Council's previously expressed concerns about the quality of education, these broader discussions across the university sector pointed to a general agreement on the magnitude of the funds required to restore quality levels in Ontario's universities. Council acknowledges that in the depth of a recession, Government was not able to address these issues in the 1991-92 funding year. Nevertheless, Council notes the Treasurer's commitment in his statement to strive to do so in the future as well as the Minister of Colleges and Universities own declarations to this effect.⁸ Encouraged by these affirmations, Council will continue to assist by documenting the funding needs of Ontario's university system.

This memorandum presents advice on the distribution of the \$1,912.835 million available for Council's recommendations in three broad categories: the special purpose envelopes, transition funding associated with corridor adjustment, and base grants. The first category, which begins the memorandum, includes: the mission-related, institution-specific funding envelopes for the distribution of Differentiation grants, Northern Ontario Operations grants, Northern Ontario Mission grants, Bilingualism grants and Extraordinary Funding grants. Council also makes recommendations on the allocation of the Research Overheads/Infrastructure Envelope, International Graduate Student Differential Fee Waivers and the Accessibility Envelope for Disabled Students in this portion of the memorandum. Council's recommendations on the allocation of the transitional funding made available to support upward corridor shifts and the flow-through of accessibility enrolment in 1991-92 can be found in Section 3. The remaining 87.3% of the total funds are allocated to the Formula Grants Envelope.

1.0 Extra-Formula Grants

1.1 Mission-Related Institution-Specific Funding Envelopes

-
5. Ontario Council on University Affairs, Advisory Memorandum 90-IV, Government Support of the University System in 1991-92. Council's recommended 8.7% increase covered the costs of basic funding objectives excluding funding to cover Ministry line-item grants, Accessibility Envelope, Accessibility Phase-Out and Corridor Shift Funding.
 6. The Ministry of Colleges and Universities estimates that with the additional funding expected to be provided for the implementation of pay equity, the total increase in operating funding will amount to approximately 8%.
 7. Council of Ontario Universities, A Recovery Plan for Ontario Universities, 1990.
 8. The Honourable Floyd Laughren, Treasurer of Ontario and Minister of Economics, Statement on Major Transfer Payments, February 11, 1991.

1.1.1 Differentiation Grants

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so.⁹ Trent University is the only institution to have received a differentiation grant.

Council initiated a thorough review to identify and estimate the incremental cost of Trent's differentiation. The results of this review are outlined in Advisory Memorandum 89-IV.¹⁰ Based on the findings of the study and consistent with the recommendation of that memorandum, Council recommends that the level of the differentiation grant should be increased by 6.5% in 1991-92.

Accordingly, Council *recommends to the Minister:*

OCUA 91-1

DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1991-92

THAT a differentiation grant of \$1,773,000 be made to Trent University in 1991-92.

1.1.2 Northern Ontario Grants

In Advisory Memorandum 88-III, Council reviewed the calculation of the Northern Ontario grants. This review focused on identifying two types of costs of Northern institutions: the costs of operating "in the North"; and the costs of providing services "for the North". Council confirmed the existing funding procedures and identified two types of grants which should continue in the future: Northern Ontario Operations grants and Northern Ontario Mission grants.

1.1.2.1 Northern Ontario Operations Grants

The findings of Council's Northern Ontario grants review suggested that the grant levels generated by the "mini-formulae" outlined in Advisory Memorandum 75-VII closely approximated the incremental costs of institutions operating in the North. This formula was modified slightly in Advisory Memorandum 88-III to recognize the impact of the corridor funding system.

Therefore, for 1991-92, the values of the Northern Ontario Operations grants for Lakehead and Laurentian universities and Laurentian's affiliated colleges are calculated according to the "mini-formulae" outlined in Advisory Memorandum 88-III.¹¹

9. Ontario Council on University Affairs, "Advisory Memorandum 80-VI, The Allocation of the Government's Operating Support for the University System in 1981-82", Seventh Annual Report 1980-81, pp. 131-132.

10. Ontario Council on University Affairs, "Advisory Memorandum 89-IV, Trent University Differentiation Grant Review", Sixteenth Annual Report 1989-90, pp. 141-146.

11. Ontario Council on University Affairs, "Advisory Memorandum 88-III, Northern Ontario Grants Review", Fifteenth Annual Report 1988-89, pp. 53-66.

Accordingly, Council *recommends to the Minister:*

OCUA 91-2

NORTHERN ONTARIO OPERATIONS GRANTS 1991-92

THAT Northern Ontario Operations grants in 1991-92 be made in the following amounts:

Lakehead	\$3,476,000
Laurentian	3,352,000
Algoma	266,000
Laurentian (Algoma)	80,000
Nipissing	645,000
Laurentian (Nipissing)	165,000
Hearst	135,000
Laurentian (Hearst)	91,000

1.1.2.2 Northern Ontario Mission Grants

In Advisory Memorandum 88-III, Council stated:

...Council now believes that the special Northern Ontario grant for activities "for the North" should be divided among the institutions by using the same proportions as calculated for the Northern Ontario Operations grants. While not requiring a competitive challenge fund for distribution, these grants should not be considered block grants to be used for normal operating expenditures. The planned and actual expenditure of these grants should be monitored to ensure that these funds are used for mission-related activities.¹²

Council indicated in Advisory Memorandum 87-XIII¹³ that before increasing the size of the total grants available for Northern Ontario Mission grants from the initial \$3 million it was important for institutions to demonstrate the value or effectiveness of the projects undertaken in meeting the mission of being institutions "for the North". Council continues to believe it is appropriate to maintain grants at the initial level of \$3 million until an evaluation, as outlined in Advisory Memorandum 88-III, can be undertaken. In this memorandum, Council therefore recommends that an amount of \$3 million in Northern Ontario Mission grants be distributed to Northern institutions in the same proportions as determined for the Northern Ontario Operations grants.

12. Ontario Council on University Affairs, "Advisory Memorandum 88-III, Northern Ontario Grants Review", Fifteenth Annual Report 1988-89, pp. 63-64.

13. Ontario Council on University Affairs, "Advisory Memorandum 87-XIII, The Allocation of the Government's Operating Support for the University System in 1988-89", Fourteenth Annual Report 1987-88, p. 174.

Accordingly, Council *recommends to the Minister:*

OCUA 91-3

NORTHERN ONTARIO MISSION GRANTS 1991-92

THAT for 1991-92, Northern Ontario Mission grants of \$3,000,000 be made in the following amounts:

Lakehead	\$1,270,000
Laurentian	1,225,000
Algoma	97,000
Laurentian (Algoma)	29,000
Nipissing	236,000
Laurentian (Nipissing)	60,000
Hearst	50,000
Laurentian (Hearst)	33,000

1.1.3 Bilingualism Grants

In Advisory Memorandum 89-III, Council reported on the results of the study of incremental costs associated with bilingualism in Ontario universities.¹⁴ Based on 1987-88 data, the study indicated that the total cost of bilingualism activities was \$21.221 million in that year. When escalated by the percentage increase in base funding for 1988-89, 1989-90, and 1990-91 and by 6.5% in 1991-92, the estimated incremental costs of bilingualism for 1991-92 amount to \$25.716 million.¹⁵ In recent years, these costs have exceeded the Bilingualism grants provided. In Advisory Memoranda 89-VI¹⁶ and 90-IV¹⁷, Council recommended that additional funding be provided in recognition of the estimated shortfall in Bilingualism grants. In announcing total operating support for 1991-92, the Minister did not specifically respond to this shortfall through the identification of separate funds. Council was requested, however, to consider the funding shortfall in determining an appropriate level for the Bilingualism grants in 1991-92.

Council therefore recommends that a total amount of \$25.716 million in Bilingualism grants be made available for distribution in 1991-92. This amount eliminates funding shortfalls by providing for the full estimated incremental costs of operating bilingual programs. The \$25.716 million which is made available for allocation in 1991-92 is to be

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14. Ontario Council on University Affairs, "Advisory Memorandum 89-III, The Allocation of the Government's Operating Support for the University System in 1989-90", Sixteenth Annual Report 1989-90, pp. 128-130.
 15. The percentage increases in base funding in 1988-89, 1989-90 and 1990-91 are 4.5%, 4.0% and 4.7% respectively.
 16. Ontario Council on University Affairs, "Advisory Memorandum 89-VI, Government Support of the University System in 1990-91", Sixteenth Annual Report 1989-90, p. 189.
 17. Ontario Council on University Affairs, Advisory Memorandum 90-IV, Government Support of the University System in 1991-92, p. 51.

allocated according to the incidence of incremental bilingualism costs as identified in Advisory Memorandum 89-III.

Accordingly, Council *recommends to the Minister:*

OCUA 91-4
BILINGUALISM GRANTS 1991-92

THAT Bilingualism grants in 1991-92 be made in the following amounts:

Ottawa	\$16,960,000
Laurentian	4,388,000
Glendon	2,203,000
St. Paul	1,762,000
Sudbury	235,000
Hearst	168,000

1.1.4 Extraordinary Funding Grants

1.1.4.1 Extraordinary Grant for Algoma College

In Advisory Memorandum 88-VIII, Council recommended that Algoma College receive an Extraordinary funding grant to help address the current "structural deficit" of the College. The conditions for the provision and continuation of this grant are outlined in that memorandum:

First, the College must accept the mission outlined in this memorandum. Second, the academic program plans outlined above must be followed. The course consolidation must proceed immediately. All new program offerings must be approved by the Minister on the recommendation of Council and must not require additional extraordinary funding. New peripheral course offerings must be undertaken only on a cost-recovery basis. Third, the College must develop a plan for the reduction of the accumulated operating deficit to achieve its elimination by 1992-93. This plan must include, at a minimum, a balanced current-year operating budget in 1989-90. Fourth, the College must continue its affiliation with Laurentian University. Fifth, the College finances are to be supervised by Laurentian University until such time as the College's accumulated operating deficit is eliminated.¹⁸

For 1989-90, Council recommended, in Advisory Memorandum 89-III¹⁹, that an Extraordinary grant of \$760,000 be provided to Algoma College in respect of estimated

18. Ontario Council on University Affairs, "Advisory Memorandum 88-VIII, Mission, Programs and Funding for Algoma College", Fifteenth Annual Report 1988-89, pp. 125-126.

19. Ontario Council on University Affairs, "Advisory Memorandum 89-III, The Allocation of the Government's Operating Support for the University System in 1989-90", Sixteenth Annual Report, 1989-90, p. 131.

structural imbalances between maximum revenues and minimum expenditures. Council emphasized that any future extra-formula grants for Algoma College depend upon the findings of a cost study that established the appropriate level of the grant for 1991-92.

A cost study was undertaken in 1990 to determine how closely the Extraordinary grant reflected Algoma's true structural deficit. The findings of that cost review were reported in Advisory Memorandum 90-VII. In the review, Council found the original grant level of \$760,000 to closely approximate Algoma College's scale-related extraordinary costs. Council concluded in that memorandum that Extraordinary grants be held constant at \$760,000 for the 1990-91, 1991-92 and 1992-93 funding years. Council noted further that

a recommendation of a fixed sum over three years would assist the institution in achieving its mandated responsibilities by providing a solid financial basis for planning. It is Council's belief that a combination of formula grants, enhanced by an already existing Northern grant, and the provision of the three-year Extraordinary grant will allow Algoma the opportunity to eliminate the College's accumulated deficit while providing a secure framework for fiscal planning.²⁰

Council indicated in Advisory Memorandum 90-VII that the appropriateness of the level of the Extraordinary grant, and the supporting confirmatory methodology, should be re-examined prior to determining funding needs beyond 1992-93.

Accordingly, Council *recommends to the Minister:*

OCUA 91-5

ALGOMA COLLEGE EXTRAORDINARY FUNDING 1991-92

THAT an Extraordinary grant of \$760,000 be allocated to Algoma College for the 1991-92 funding year.

1.1.4.2 The Ontario College of Art

On July 31, 1989, the Minister of Colleges and Universities referred to Council the matter of the financial difficulty at the Ontario College of Art.²¹ The Minister asked Council to assess the viability of the College's plans to work out a feasible long-term solution to its current difficulties.

The report of a fact-finding mission, initiated by Council in 1989, indicated that the College was not imminently insolvent but would become so in 1991-92 should prevailing patterns of revenues and expenditures remain unchanged. The report revealed that many of the College's problems resulted from policies over which the College had some control. Based on those findings, Council therefore recommended to the Minister that the College be required to take the steps outlined in the fact-finders report to ameliorate its own condition

20. Ontario Council on University Affairs, Advisory Memorandum 90-VII, Extraordinary Grant for Algoma College 1990-91, p. 3.

21. Letter from the Honourable Sean Conway, Minister of Colleges and Universities, to Dr. H.V. Nelles, July 31, 1989.

before further considerations be given to longer-term assistance. Council also recommended that the College should be required to produce a short-term business plan. These recommendations were subsequently endorsed by the Minister.

On December 4, 1990, the College submitted a five-year plan to Council. The plan indicates that the College's expenditures will outrun its revenues and that an ongoing Extraordinary grant of \$1.7 million is necessary to balance the College's budget. The College's data also indicates that the level of this supplementary grant would require escalation in the future.

Council has indicated that it is not in a position to evaluate whether extraordinary funding is warranted on the basis of the evidence provided. Council cannot evaluate the mission, program offerings and extraordinary funding request proposed by the College without further study. In a January 24, 1991 letter, Council recommended to the Minister that an external review be conducted of the College's mission, programs and operations. The Minister of Colleges and Universities responded in a February 21, 1991 letter in which Council was formally requested to conduct a review of the Ontario College of Art's mission, programs and operations.²²

The Minister also requested that Council review and approve the 1991-92 College budget and identify any extraordinary funding required for the upcoming fiscal year. In that letter, the Minister stated

I remain very concerned about the College's ongoing financial problems and am hopeful that a thorough external review of the College's operating structure will provide a solid basis towards developing solutions. However, in the interim, until such time as I am satisfied, I agree with and accept your advice that the council review and approve the College's proposed 1991-92 budget concurrently with the determination of the council's allocative advice; that requests for additions to staff complement be reviewed by council and additions made only with the council's approval; and, that when the budget is finalized, deviations from it be granted only with the council's approval.

No provision has been set aside by Council at this time for increased operating funding to the Ontario College of Art for 1991-92. Council is still in the process of reviewing the College's budget and financial needs. It should be noted however that the College has received two grant adjustments in the recent past. The first of these two adjustments was recommended by Council in Advisory Memorandum 86-VII.²³ The College was granted a weight increase from 1.3 to 1.35. Then again in the 1990-91 funding year the College received special consideration. For that funding year the College received additional grants beyond normal entitlements associated with an institution's moving-average falling below its current Base BIU level. This special consideration was granted with the Minister's acceptance of Advisory Memorandum 90-I where Council recommended that OCA be granted a corridor

22. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, February 21, 1991.

23. Ontario Council on University Affairs, "Advisory Memorandum 86-VII, Modification of the Operating Grants Formula", *Thirteenth Annual Report 1986-87*, pp. 183-185.

reduction allowing for adjustments to its Current Base BIUs while maintaining current levels of formula grants to 1994-95. The latter provision has been made to the College on an extraordinary and temporary basis. If any further extraordinary funding measures were deemed to be needed, they would have to be taken from the contingency provision annually identified by Council, effectively reallocating these sums from other underfunded institutions. Council is always extremely reluctant to take such action in view of the potential for disadvantaging or jeopardizing the financial situations of other institutions.

1.2 Research Overheads/Infrastructure Funding Envelope

In Advisory Memorandum 87-XV, Council reviewed the mechanism used to allocate the research overheads/infrastructure funding envelope. It recommended that the envelope be allocated on the basis of each institution's proportionate share of total peer-adjudicated research funding awarded to Ontario universities by the Medical Research Council, the Natural Sciences and Engineering Research Council and the Social Sciences and Humanities Research Council, calculated annually using a three-year moving-average.

For 1991-92, the total funds available for distribution (\$30.296 million) are equal to the total of the previous year's grants increased by 6.5%. These grants are allocated according to each institution's share of federal granting councils' peer-adjudicated research grants for 1987-88, 1988-89 and 1989-90.

Accordingly, Council *recommends to the Minister:*

OCUA 91-6

RESEARCH OVERHEADS/INFRASTRUCTURE FUNDING GRANTS 1991-92

THAT research overheads/infrastructure funding grants be made available according to the amounts indicated in Table 2.

2.0 Other Operating Grants

2.1 International Graduate Student Differential Fee Waivers

Council outlined its advice on procedures for allocating Government's contribution to international graduate student differential fee waivers in Advisory Memorandum 88-V.²⁴ This advice confirmed the existing practice where waivers were allocated among Ontario universities according to each institution's slip-year three-year average of full-time graduate student enrolment, subject to a minimum of not less than three waivers for any institution with graduate enrolment as well as the funding distribution arrangements for Government's contribution.

For 1991-92, Council recommends that the 1,001 international graduate student differential fee waivers made available by Government through this program be funded at a rate of \$6,059 per waiver, a 6.5% increase over the 1990-91 waiver value. It also recommends that these grants be allocated according to the procedures outlined in Advisory Memorandum 88-V.

24. Ontario Council on University Affairs, "Advisory Memorandum 88-V, International Graduate Student Differential Fee Waivers", *Fifteenth Annual Report 1988-89*, pp. 85-89.

Accordingly, Council *recommends to the Minister:*

OCUA 91-7

*INTERNATIONAL GRADUATE STUDENT DIFFERENTIAL FEE WAIVER
SUPPORT 1991-92*

THAT international graduate student differential fee waiver grants be made available according to the amounts indicated in Table 2.

2.2 Enhanced Access for Disabled Students

On April 20, 1988 the Minister of Colleges and Universities requested "Council's early advice on programs to promote access for the underrepresented groups", and announced that \$4.0 million from the Accessibility Envelope would be set aside for that purpose.²⁵ In Advisory Memorandum 88-IX, Council stated that the \$4 million should be made available to enhance access for disabled students. Council recommended in that memorandum that the allocation be annual and ongoing, based on each institution's share of Base BIUs with a minimum floor of \$30,000 allocated to each institution.

At the Minister's request, Council has considered an appropriate increase in the minimum floor provision available to institutions. For 1991-92, Council recommends that the floor be increased to \$90,000. Council believes that this floor level will more effectively support the minimum operation of offices concerned with enhancing the accessibility of disabled students at each institution. Council recommends further that this adjustment to the floor provision be funded from within the existing envelope. For 1991-92, Council recommends that the level of the fund be increased by 6.5%, and that the grants be allocated according to the methodology identified in Advisory Memorandum 88-IX.²⁶

Council emphasizes that these allocations must be spent in support of enhancing access for disabled students as intended. Should an institution not be able to spend its allocation, Council recommends that the funds be reverted back to formula or transition grants for redistribution within the university system.

Accordingly, Council *recommends to the Minister:*

OCUA 91-8

*ALLOCATION OF ACCESSIBILITY FUNDING FOR DISABLED STUDENTS
1991-92*

THAT these funds be made available according to the methodology outlined in Advisory Memorandum 88-IX resulting in the allocation indicated in Table 2.

25. Letter from the Honourable Lyn McLeod, Minister of Colleges and Universities, to Dr. P. Fox, April 20, 1988.

26. Ontario Council on University Affairs, "Advisory Memorandum 88-IX, Enhancing Access for Disabled Students to Ontario Universities", *Fifteenth Annual Report 1988-89*, pp. 129-141.

3.0 Transitional Funding to Support Upward Corridor Shifts

The 1991-92 funding announcement by the Minister gives Council considerable latitude in its allocative recommendations. However, previous undertakings associated with the \$84 million Accessibility Envelope and commitments to institutions entered into during Corridor Negotiations substantially narrow Council's allocative flexibility. With the sums provided, Council must make difficult trade-offs between formula grants and transition grants for 1991-92. There is simply not enough money to meet all needs. Council's priorities in evaluating these trade-offs are to provide a formula grant increase that at least addresses inflation, to adequately fund target transitional BIUs identified in the Corridor Negotiation process, and to contain variations in the 1991-92 growth rates of total institutional allocations.

In making its recommendations on the 1991-92 allocation of formula grants and transitional growth funding to new corridor levels, Council was faced with three complicating factors: recent accessibility and transitional growth inadequately funded to cover the costs of inflation; greater than anticipated and consequently unfunded enrolment growth; and a legacy of inadequate base funding.

a) Funding Shortfalls Related to Anticipated Enrolment Growth

The first complicating factor to be addressed by Council was a series of shortfalls to fund enrolment growth in recent years. These shortfalls stemmed from two sources, the Accessibility Envelope and the transitional corridor growth provisions. When the Accessibility Envelope was introduced, Government committed itself to fund the first year of accessibility-related enrolment growth (1987-88 BIUs over 1986-87) at a rate of average Base BOI per Base BIU (funded in 1988-89). For the second year of funding the Accessibility Envelope (1989-90), a fixed pot of funds (\$84 million) was provided and no commitment was made on the level of funding for BIU growth which occurred in the previous year, 1988-89. This resulted in a significant discount on BIU growth for Year 2 of the Accessibility Envelope (BIU growth in 1988-89 over 1987-88). While the Minister was committed to fund the first year of the Accessibility Envelope at the current year level of average Base BOI per Base BIU, in 1990-91 the total pot of grants available was held constant at \$84 million dollars, creating an additional discount on Year 2 BIUs.

With the acceptance of Advisory Memorandum 89-II, the Minister undertook to fund over a number of years the 45,600 incremental corridor growth BIUs at a rate of average Base BOI per Base BIU and to phase-out the Accessibility Envelope over three years, with the Accessibility BIUs above institutions' current corridor mid-points being transferred to corridor transition funding. At that time, Council estimated the number of BIUs needed to be funded in each year of the transition to new corridors and the grants required to fund this growth at the committed rate of average Base BOI per Base BIU. These grant requirements were expressed in 1989-90 dollars, with Council recommending that they be inflated annually to reflect increases in base grants. Nevertheless, in 1990-91, the level of funds provided by Government to fund transitional growth were at the 1989-90 dollar level identified by Council and did not reflect subsequent grant inflation.

Council realized that to continue this policy of providing uninflated grants for corridor transition would create ever-deepening discounts on corridor growth BIUs. These discounts would cast a shadow over future funding allocations and, at the end of the new corridor phase-in, result in significant redistributive impacts on institutional funding allocations to meet Government's commitment to average revenue funding for corridor shifts. Consequently, in Advisory Memorandum 90-I, Council recommended that the problems

created by two years of discounted accessibility and transition funding (funding in 1989-90 and 1990-91) not be rectified in one year, but rather be dealt with gradually over a six-year period by ensuring that the discount close each year until incremental corridor BIUs are fully funded at average revenue. Council recommended in that advice that the target level of BIUs identified originally for growth to new corridors be funded at a rate of the previous year's level of average Base BOI per Base BIU, thereby ensuring slip year funding levels and achievement of full average revenue funding for corridor growth one year after the target BIUs levels had reached new corridor levels.

b) Accelerated Enrolment Growth

Over the past two years enrolment demand has continued to grow, with annual increases in the level of first-year registrations as well as upper-year enrolments resulting from the flow-through students associated with the high intake levels in the late 1980s. The latter phenomenon was anticipated by Council in its corridor growth estimates. The subsequent growth in first-year registrations was not accounted for, resulting in total enrolment increasing more rapidly than anticipated when corridor levels were recommended. For the 1991-92 funding year, the number of BIUs eligible for corridor transition funding totalled 44,337 for the system as a whole (based on moving average BIU levels above institutions' current corridor mid-points). This eligible increment represents 97% of the 45,600 incremental transition BIUs to new corridor levels. Furthermore, several institutions' moving-average BIUs already exceed their new corridor level. In total, system-level moving-average BIUs, both eligible for funding (those at or below the new corridor mid-points) and ineligible for funding (those above new mid-points), exceed the system-level new corridor increment by 564 BIUs. To accommodate the more rapid enrolment growth to new corridors, Council recommended, in Advisory Memorandum 90-I, that the identified corridor transition BIUs be accelerated to reflect this enrolment growth.

Clearly, with the anticipated flow-through and the subsequent additional enrolment demand, the system has virtually achieved its collective new corridor mid-point. Further flow-through related to these additional enrolments are expected to result in the system-level funding BIU count significantly exceeding its new corridor mid-point in the 1992-93 funding year. This suggests the imminent necessity of additional corridor shift adjustments. Such a situation could be looked upon as an opportunity for Government to address enrolment equity objectives.

c) Inadequate Base Funding

Inadequate base funding is one of the most serious fiscal challenges facing Ontario universities. The consequences of inadequate base funding are well documented by Council both in its funding advice for 1991-92²⁷ and a discussion paper entitled If the Future Were the Past, The Likely Consequences of Maintaining Current Policies of Base Funding for

27. Ontario Council on University Affairs, Advisory Memorandum 90-IV, Government Support of the University System in 1991-92.

Ontario Universities.²⁸ Council recommended, in Advisory Memorandum 90-IV, that a significant infusion of grants is required to tackle this problem. While these grants were not forthcoming the issue remains and must be dealt with. Council is unwilling to make recommendations which will further exacerbate base funding problems.

d) Choices to be Made

In the past year, Council has recommended to Government separate policies to address the three issues outlined above: inflation coverage for corridor transition funding; accelerated corridor transition funding; and the promotion of adequate base funding. Council has not received a direct response to these recommendations. In the 1991-92 funding year, Council was therefore confronted by a number of difficult choices.

These choices come down to a trade-off between base grants as found in Formula grants and corridor transition grants as found in the Accessibility Envelope, the Accessibility Phase-Out and Corridor Shift Funding. If Council were to maximize the 1991-92 base grants increase, it would cause the rate of discount on corridor transition funding to deepen and create worsening problems for future funding allocations as the gap would increase between the funding level of transitional BIUs and the level required after the new corridors are set (Base BOI per Base BIU). At some point in the future Government would be faced with having to provide additional grants to rectify this gap. Unfortunately, based on previous experience, it might be expected that Government would address this gap in funding through a diminution of base funding. Alternatively, if Council were to maximize the 1991-92 transitional funding, it would result in a base grant increase significantly below the current rate of inflation in Ontario, and hence accelerate the erosion of base funding. Council believes that neither of these extreme solutions is appropriate.

Council has chosen a middle course which protects both the integrity of the Corridor Negotiation process and base funding levels as well as ensuring that the spread among institutions' growth in total grants for 1991-92 is not excessive and appropriately reflects changes in level of activities. Following its recommendation in Advisory Memorandum 90-I with respect to the rate of funding for transitional BIUs, Council recommends that grants provided to fund accessibility and corridor transition BIUs for 1991-92 equal the amount required to fund the target level of 40,650 BIUs at the rate recommended in that memorandum, that is, slip-year Base BOI per Base BIU of \$4,962. The amount required in 1991-92 to fund this number of transition BIUs and to meet Accessibility Envelope commitments results in total incremental transition funding of \$162.316 million. Despite the 19% increase in accessibility and transition funding associated with this recommendation, the funding discount on the transition BIUs deepens in 1991-92 to 86.5% from 92.8% in 1990-91. Council does not, however, recommend any acceleration of the funding of transition BIUs to enrolment at this time. In Council's judgement, there are not enough funds available to fulfil this objective and to adequately fund base grants. The recommended provision for accessibility and transition funding results in a base funding increase of 6.5% for 1991-92.

The total of \$162.316 million made available for 1991-92 to fund upward corridor shifts and the flow-through of accessibility enrolment includes \$53.463 million for the phase-

28. Ontario Council on University Affairs, If the Future Were the Past, The Likely Consequences of Maintaining Current policies of Base Funding for Ontario Universities, A Discussion Paper Based upon Questions asked and Evidence Presented During the 1990 Spring Hearings. December, 1990.

out of year one and year two accessibility BIUs and \$108.853 million that Council has made available for incremental transition operating grants. The implications of these provisions for the Accessibility Envelope and incremental corridor shift funding are outlined in Council's recommendations of Sections 3.1 and 3.2 which follow.

3.1 Accessibility Envelope

In order to smooth the transition to new corridors in 1991-92 and future years, Council has introduced a slight modification to the calculation of accessibility grants in this advice. This adjustment enhances the equity of accessibility and transition funding for 1991-92 and future years, and reduces the complexity of the transition calculations for the next and subsequent years. This approach also upholds the previous government's commitment to fund the first year of the Accessibility Envelope at a level of current year Base BOI per Base BIU.²⁹

Advisory Memorandum 89-II recommended that in 1991-92 the Accessibility Envelope phase-out be based on 40% of the Year 1 Accessibility Envelope BIUs and 70% of the Year 2 Accessibility Envelope BIUs. Following the Minister's commitment to fund the Year 1 Accessibility Envelope BIUs at Base BOI/Base BIU, the Year 1 Accessibility Envelope BIUs are funded at a rate of \$5,350. In 1991-92, this commitment by the Minister requires \$16.903 million in accessibility grants. The rate of BOI funding per BIU for Year 2 of the Accessibility Envelope has been held to \$4,364 in 1991-92 representing a discount of 81.6 on the value of these BIUs. An amount of \$36.560 million in accessibility grants is required to fund 70% of the Year 2 Accessibility Envelope BIUs in the current funding year. Therefore, for 1991-92, a total amount of \$53.463 million is required for the second year phase-out of the Accessibility Envelope BIUs.

Accordingly, Council *recommends to the Minister:*

OCUA 91-9

ACCESSIBILITY ENVELOPE FUNDING FOR 1991-92

THAT \$53.463 million in accessibility funding be made available in 1991-92 according to the allocation indicated in Table 2.

3.2 Incremental Corridor Shift Funding and Phase-Out of Accessibility Envelope

For 1991-92, Council has made available a total sum of \$108.853 million in incremental transitional operating grants. The \$108.853 million available as transition funds is allocated according to growth in new "growing" Moving-Average BIUs of each institution

29. In the previous two years the size of the Accessibility Envelope was implicitly held constant at \$84 million. With a commitment to annually inflate funding per BIU in the first year of the envelope, the funding per BIU available for the second year of the envelope was necessarily driven down creating an inequity in corridor growth funding depending on the year that growth was first introduced (for 1991-92 this discount is estimated at 68.8) Eventually, when the Accessibility Envelope is completely phased-out, these highly discounted BIUs in the second year of the envelope will need to be funded at a rate equal to the other transition BIUs. This would create an unwarranted dislocation in funding where the funding per BIU is decreased in the first year of the envelope to provide the funds necessary to bring the heavily discounted BIUs in the second year up to the average rate of funding in the transition.

receiving a corridor shift (ie. the difference between the new Moving-Average BIUs and current Base BIUs). For the 1991-92 funding year, the growing Moving-Average comprises two years, 1989-90 and 1990-91. In order to ensure that enrolment growth is not double-counted through the Accessibility Envelope and the Formula Grants Envelope, Moving-Average BIUs above the current Base BIUs will be funded to a level of Moving-Average BIUs less the Accessibility Envelope BIUs still funded. In instances where the Moving-Average exceeds an institution's new corridor level, it will be funded according to the new corridor mid-point less Accessibility Envelope BIUs, rather than the incremental Moving-Average BIUs.

It has been noted by Council that because of the funding and phase-out provisions of the Accessibility Envelope, institutions could be faced with a situation where institutional BIU enrolment will increase beyond current levels, but the institution will suffer a loss in incremental funding. This situation is a function of the relative level of BIU enrolment in 1986-87 compared with Base BIUs and the rate of growth of institutional BIUs. A floor provision was introduced to avoid such temporary losses by institutions arising from these transitional funding arrangements. In order to qualify for a full floor provision, it must be the case that an institution's annual enrolment growth is sufficient to accommodate the BIUs moved out of the Accessibility Envelope, which were previously funded below the base. Specifically, the incremental Moving-Average BIUs above the Base plus the remaining funded Accessibility Envelope BIUs which are below an institution's current Base are equal to or greater than their total Accessibility Envelope BIUs. In those cases where an institution's new corridor mid-point is less than its Moving-Average, the floor provided is proportionate to the number of BIUs by which it falls below the level required for full floor funding. Under these conditions, institutions whose transition plus accessibility grants fall short of their 1989-90 accessibility allocations receive a floor provision. In 1991-92, three institutions, Lakehead University, the University of Western Ontario and Ryerson Polytechnical Institute, received the floor provision. Other institutions' Moving-Averages were funded at a BOI rate of \$4,584 per BIU.

Accordingly, Council *recommends to the Minister:*

OCUA 91-10

*CORRIDOR SHIFT FUNDING AND PHASE-OUT OF ACCESSIBILITY
ENVELOPE FOR 1991-92*

THAT \$162.316 million in transitional funding be made available in 1991-92 to support upward corridor shifts according to the distributions recommended in Advisory Memorandum 90-I, resulting in the initial allocation indicated in Table 2.

4.0 Formula Grants Envelope

Of the \$1,955.449 million in operating grants available for 1991-92, \$42.614 million has been previously targeted for particular purposes by Government and \$243.396 million recommended above by Council to be made available for extra-formula, transition and other operating grants. Included in these deductions shown in Table 1 is \$0.800 million which is set aside by Council as a contingency provision in case any retroactive BIU adjustments or

Table 1

Availability of Funds for Distribution as Formula Grants for 1991-92		
1. Total Operating Grants Available	\$ 1,955,449,000	
Deduct:		
2. Line-Item Grants	22,500,000	
3. Program Adjustments	7,000,000	
4. Faculty Renewal Grants	<u>13,114,000</u>	
Sub-Total		<u>42,614,000</u>
Available for Council's Allocation	1,912,835,000	
5. Extra-Formula Grants		
a) Mission-Related Institution-Specific Funding		
Differentiation Grants	1,773,000	
Northern Ontario Grants		
- Operations	8,210,000	
- Mission	3,000,000	
Bilingualism Grants	25,716,000	
Extraordinary Grant for Algoma College	<u>760,000</u>	
Sub-Total		39,459,000
b) Research Overheads/Infrastructure Grants		30,296,000
6. Other Operating Grants		
a) International Graduate Student Differential Fee Waivers	6,065,000	
b) Accessibility for Disabled	4,460,000	
7. Transitional Funding to New Corridor		
a) Accessibility Envelope	53,463,000	
b) Corridor Shift Funding and Accessibility Phase-Out		108,853,000
8. Contingency Provision	<u>800,000</u>	
Sub-Total		<u>243,396,000</u>
9. Available for distribution as Formula Grants		\$ <u>1,669,439,000</u>

extraordinary grants are required at particular institutions.

The level of transition grants recommended in Section 3 leaves \$1,669.439 million to be allocated according to the formula grants recommended in Advisory Memorandum 86-VII.³⁰ This represents a 6.55% increase over the previous year.³¹ Council continues to press the need to address adequate base funding. Given more than a decade of inadequate resources, universities require an on-going and more substantial commitment by Government to base funding. It should be noted that the unused portion of the contingency provision will also be distributed according to this allocation formula.

The results of the formula calculation are found under the Formula Grants column of Table 2. Subject to any necessary changes in an individual institution's BIU and formula fee count, and visa student fee redistribution, Council recommends that the formula operating grants be distributed according to the schedule found in Table 2.

Accordingly, Council *recommends to the Minister:*

OCUA 91-11

FORMULA GRANT ALLOCATION FOR 1991-92

THAT \$1,669.439 million in formula grants be made available in 1991-92 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College according to the operating grants formula outlined in Advisory Memorandum 86-VII resulting in the initial allocation indicated in Table 2.

Table 2 summarizes the distribution of grants based on the recommendations contained in this Memorandum. It documents, by institution, the formula and extra-formula grants recommended by Council for 1991-92, along with the recommended grant totals for 1990-91 and the percentage increases in grants between the two years.

Dr. H. V. Nelles,
Chairman

March 15, 1991

30. See Ontario Council on University Affairs, Advisory Memorandum 86-VII, Modification of the Operating Grants Formula, pp. 13-27, for a description of the formula.

31. In Advisory Memorandum 90-II, The Allocation of the Government's Operating Support for the University System in 1990-91, Council recommended that 1990-91 formula grants total \$1,548.863 million. Subsequent to that advice the Treasurer announced in the provincial budget an additional allocation of \$18 million to the universities for 1990-91. The Minister of Colleges and Universities indicated that this allocation was intended to help provide for modern equipment and library materials and to enhance the quality of education and that the money would be added to the base. Therefore, for 1991-92 the 6.55% increase in formula grants is based upon the \$1,548.863 million in formula grants recommended by Council in Advisory Memorandum 90-II, plus the additional allocation of \$18 million which was announced by the Treasurer on April 24, 1991. For 1991-92 the extra-formula grants which typically increase at the same rate as formula grants are increased instead at 6.5%.

Table 2
DISTRIBUTION OF GRANTS GENERATED BY RECOMMENDATIONS IN ADVISORY MEMORANDUM 91-I

1991-92 Recommendations													
Extra-Formula Grants					Other Operating Grants			Transition Funding to New Corridors					
Mission-Related Institution-Specific					Inter-national Graduate Student Differential Fee Waiver			Phase-out of Accessibility Fund, Corridor Shift, Funding and Floor					
Formula Grants	Northern Operations Grants	Northern Bilingualism Grants	Differentiation Grants	Extraordinary Grants	Research Overheads Intra-structure Grants	Grants Previously Recommended & Contingency Provision	Enhanced Accessibility for the Disabled	Accessibility Envelope	Shift, Funding and Floor	Total Grants Recommended	Total Grants Allocated in 1990-91	% Change	
Brock	34,992				177		92	2,130	6,457	43,872	40,934	7.2	
Carleton	82,367				1,045		388	195	3,066	98,456	92,213	6.8	
Guelph	100,116				2,053		358	228	4,124	108,892	101,076	7.7	
Lakehead	27,249				162		42		369	33,994	32,115	5.9	
Laurentian	25,677				78		24		1,682	42,809	39,317	8.9	
Algonia	1,871								108	333	3,525	9.1	
Laurentian(Algonia)	623									886	869	2.0	
Nipissing	4,716									7,885	7,374	6.9	
Laurentian(Nipissin)	1,272									1,528	1,399	9.2	
Hearst	456									1,031	884	16.9	
Laurentian(Hearst)	417									555	522	6.3	
McMaster	108,458				3,581		436		5,459	121,109	112,364	7.8	
Ottawa	125,009				2,001		509		11,345	163,145	140,737	9.0	
Queen's	113,754				2,717		558		9,793	131,456	122,146	7.6	
Toronto	361,667				10,541		1,563		11,158	395,556	367,008	7.8	
Trent	18,407				116		24		869	24,733	22,857	8.2	
Waterloo	127,718				2,702		302		3,454	136,890	126,310	8.4	
Western	170,219				3,414		396		3,316	180,032	169,529	6.2	
Wilfrid Laurier	33,736				90		109		1,752	39,635	36,864	7.5	
Windsor	69,526				472		188		3,728	74,915	70,017	7.0	
York	57,768				1,046		545		2,407	192,413	178,943	7.8	
OISE	22,293				101		236		7,117	24,478	22,943	6.7	
Ryerson	70,534								1,183	73,434	68,989	6.4	
OCA	10,441								1,213	10,531	9,817	7.3	
Dominican	153						6			275	208	32.2	
Total	1,669,439	8,210	3,000	25,716	1,773	760	30,296	6,065	4,460	53,463	108,853	1,912,035	7.6
CONTINGENCY PROVISION													
PROGRAM ADJUSTMENT'S ENVELOPE													
800													
7,000													
Transition & Accessibility													
162,316													
Total											1,777,216	7.6	

NOTES:

1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institutions.
2. Bilingualism grants for affiliated institutions are included with the parent institutions.
3. The "Total Grants Allocated in 1990-91" column was adjusted for comparison to 1991-92 recommendations by netting out Special Grants, Program Adjustments, & Facility Renewal Fund from the 1990-91 MCU data for total operating grants. The \$760,000 1990-91 extraordinary grant to Algonia College was included. Laurentian pseudo-campus grants for 1990-91 were based on distributions recommended in Advisory Memorandum 90-II.
4. Total grants available for Council's allocation increased by 7.6% over 1990-91. Formula grants are increased by 6.55% over the 1990-91 formula grants recommended in AM90-II plus \$18 million Library & Equipment Fund. This makes the 1990-91 grant figures comparable to the 1991-92 level when the latter envelope ended and these grants were added to total system formula grants. Base BOI is increased by 6.79%.

91-II Government Support of the University System in 1992-93

Summary

During the 1980s when grants and fees failed to keep pace with costs and as rising enrolments bit even further into the resources available for each student, the quality of university education in the province gradually eroded. Class sizes grew; part-time faculty replaced full-time faculty on the margin, laboratory time and access to equipment were increasingly rationed - expedients which have been amply documented in a host of papers published over the years by among others OCUFA, OFS, COU and this Council.¹

In its Funding Advice last year Council made a serious effort to estimate the magnitude of the resources required and advanced a number of specific programs to restore quality education within the system.² Faced with a looming deficit and the depths of a recession, Government could do no more than to attempt to maintain the previous year's levels of activity, falling short by 2.6% from this goal.³ Under the circumstances, compared with university funding increases in other provinces, this was a significant and most welcome achievement. However, as the expected economic recovery begins, (and this advice looks one to two years ahead) this legacy of disguised academic deficits - recognized by Government itself - must be addressed. To that end, Council has in Appendix A to this advice recalculated the magnitude of the funding required to address educational renewal. It is Government's responsibility to decide what combination of fee and/or grant increases it can countenance this year and in future years to address a problem that it has inherited and openly acknowledged.

Last year, Council documented for Government the consequences of maintaining current policies of base funding for Ontario universities.⁴ Council estimated the system-level funding needs that would be required to reverse the documented deterioration in the quality of university-level education that has occurred over the past decade. Council's advice for the 1991-92 funding year invited Government to address this erosion of quality through a three year phase-in of funds targetted to: improve the quality of instruction by increasing student/faculty contact, improve the instructional skills of faculty, increase instructional equipment and library resources, enhance student supports and curricular enrichments through additional course offerings. It also recommended that additional funds be made available to provide additional office space for the added faculty and support staff required to improve student/faculty contact. Council also recommended special funding to increase the stock of Ontario's educators at the elementary, secondary and post-secondary levels of education.

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1. Ontario Council on University Affairs, If the Future were the Past, The Likely Consequences of Maintaining Current Policies of Base Funding for Ontario Universities, December, 1990. Council of Ontario Universities, A Recovery Plan for Ontario Universities, December, 1990, Ontario Federation of Students, Cut to the Bone, 1989.
 2. Ontario Council on University Affairs, Advisory Memorandum 90-IV, Government Support of the University System in 1991-92.
 3. Council recommended an 8.7% increase in basic operating support for 1991-92 and Government provided an increase of 6.1% in basic operating support.
 4. Ontario Council on University Affairs, If the Future were the Past, The Likely Consequences of Maintaining Current Policies of Base Funding for Ontario Universities, December, 1990.

Since Council provided Government with this blueprint for restoring the quality of university education in its 1991-92 funding advice, research on the additional funding requirements for the restoration of quality has been completed by other knowledgeable researchers. An independent estimate of the magnitude of the funding required to support the restoration of quality converges roughly with Council's estimate. The Council of Ontario Universities (COU) released a Recovery Plan for Ontario universities in December, 1990.⁵ The Recovery Plan's main objective, which is to improve the quality of the educational experience for all students, echoed the concerns that prompted Council to launch the quality initiatives as contained in Council's 1991-92 advice to Government. The Plan also supports the dollar magnitude of the problem that Council's quality initiatives seek to address. The Plan estimates that an additional \$410 million, an amount which is close to Council's current estimate of \$399 million (Table A-1) is required to restore 1977-78 funding levels, and suggests the cost be spread over four years with Government paying two-thirds and students paying one-third.

Public support for improved funding for university education also appears to be strong. In an Angus Reid poll that was conducted for the Association of Universities and Colleges of Canada in January 1991 strong support was generally found for higher education. A majority of Canadians said that university education is "very important" to Canada's economic competitiveness and social development.⁶ Another poll, conducted by Decima Research for the Council of Ontario Universities, revealed that the great majority of Ontarians accept that deterioration in quality of university education is linked to under-funding. In addition, the Decima poll revealed that the majority of the population are concerned that university funding levels are not keeping pace with funding levels for other services.⁷

In its April 29, 1991 budget, Government drafted a new economic strategy, which has sustainable prosperity as its central goal and fairness as its guiding principle.⁸ A prosperous and sustainable economy, the Budget document states "provides secure, well-paid jobs at high levels of employment". Ontario's universities are critical in the provision of a highly skilled and adaptable workforce. However, the extent to which they can fully participate in preparing Ontario students for the challenges ahead has been thwarted by the lower priority that has been afforded university-level education for the past decade.

In this memorandum, Council provides Government with advice on recommended levels of Government support for the Ontario university system in 1992-93 which consists of recommendations on both base and targeted funding. Council's advice on operating grants includes provision for maintenance of current levels of base funding, restoration of instructional quality and the provision for enrolment growth or accessibility beyond new corridor levels. Council's priorities for funding in 1992-93 remain unchanged from the past, with primacy given to the maintenance of current levels of base funding and the restoration of quality particularly with respect to undergraduate education. Continued increases in accessibility without addressing in a systematic manner the issues of quality raise the question "access to what". Therefore, in presenting this advice, Council wishes to make clear that quality must be restored as access is maintained.

5. Council of Ontario Universities, A Recovery Plan for Ontario Universities, December, 1990.

6. "Recent Poll Reveals Majority Support Increased University Funding", University Affairs, March 1991, p. 48.

7. Decima Research, Attitudes Toward Universities in Ontario and The Recovery Plan, December, 1990.

8. 1991 Ontario Budget, The Honourable Floyd Laughren, Treasurer of Ontario, p.1.

Council recognizes that the academic deficits that have accumulated over the past decade and a half are inherited. Council has recalculated the cost of its Educational Renewal Program, based on a more current inflation estimate and student/faculty ratio. Two factors have led Council to recommend an extension in the period of implementation of the Educational Renewal Program. First, the fiscal situation confronting Government is severe making it difficult for Government to respond to universities' needs quickly. Second, some universities have noted that it would be difficult to absorb the number of faculty required to enhance instructional quality in a three-year period and be able to effectively meet Government's employment equity goals. Consequently, Council recommends that the revised cost of the Educational Renewal Program be distributed over a seven-year period.

For 1992-93, Council recommends that Government:

- i) increase base operating grants by 6.2% to \$1,871.9 million in Government grants in support of maintaining basic levels of service;
- ii) provide the first instalment in a seven-year program to address the quality issue through an additional 2.5% increase (\$45.4 million) in operating grants (Appendix A). These funds are to be targeted in support of an *Educational Renewal Program*, which will: increase student/faculty interaction; improve the instructional skills of faculty; increase the reliance on small group work; increase requirements for written work; provide for enrichments to instructional equipment and library resources; enhance student support services and support curricular enrichments;
- iii) provide \$45.2 million as the first year of incremental funding for enrolment growth beyond new corridor levels in order to accommodate the flow-through of current intake into Ontario universities, and that these funds be used to undertake institutional corridor shifts in areas of Government priority;
- iv) provide capital grants in the amount of \$45.5 million for major repairs, renovations, alterations and replacement projects to support the cyclical renewal of the existing capital stock and provide \$40.7 million in respect of the deferred maintenance of physical plant (representing an additional 4.8% increase); and,
- v) provide an additional \$1.7 million in capital funding (an additional 0.1% increase) to accommodate the extra faculty and support staff required to address the quality issue. This *Enhanced Space Utilization* fund would also be used to alleviate overcrowding in classrooms, laboratory, and study space; and to adapt classrooms for the use of computer technologies and new teaching formats.

1.0 Government Support

In Advisory Memorandum 90-IV, Council recommended to Government an 8.7% increase in basic operating grants in 1991-92.⁹ In that advice Council also recommended a three-year phase-in of funds to support the restoration of quality in university education through three quality initiatives. For the first year in that multi-stage program, Council recommended an additional 5.1% increase in funding to address quality.

9. Ontario Council on University Affairs, Advisory Memorandum 90-IV, Government Support of the University System in 1991-92. Council recommended an 8.7% increase to cover the costs of the basic funding objectives excluding funding to cover Ministry line-item grants, Accessibility Phase-out and Corridor Shift Funding.

For 1991-92, Government announced an increase in total university operating support to Ontario universities of 7.3% over the total allocation for 1990-91.¹⁰ This includes an increase in formula and extra-formula operating grants of approximately 6.5% over the previous year - an increase which falls substantially short of that recommended by Council. The remaining increase represents supplementary funding enhancements for 1991-92, to be provided through targetted funds, the phase-out of the Accessibility Envelope and transition to new corridor mid-points. Council notes that since the Minister's February announcement of a 7.3% increase in total operating support for 1991-92 that cuts to programs have reduced this increase to 7.1%.¹¹

Council regrets that Government was unable to respond to the quality initiatives that were presented in Council's funding advice for 1991-92. Nevertheless the problem remains. Council stresses that the need for adequate base funding is an outstanding issue that requires addressing over a period of time and that the longer it is not dealt with further jeopardizes the quality of university education that students receive. Council's concern with Government's inability to confront the quality issue is tempered by the Minister's stated willingness to work with Council and other representatives of the university community "to address the long-term funding issues which the university community continues to face."¹²

While Council acknowledges that the recession's impact on Government revenues limits its ability to respond to major new initiatives, Council reminds Government that Ontario's university system is a major supplier of the human resources that are required to provide a sustainable economy that provides well-paying jobs.

The three components to Council's 1992-93 funding advice identify funds required to:

- maintain basic levels of service;
- address the quality of university education;
- fund enrolment growth beyond new corridor levels; and
- provide for capital needs required for cyclical renewal and deferred maintenance of physical plant and to accommodate the additional faculty and support staff required to support Council's quality initiative.

In Section 2.0, Council advises Government on the costs involved in simply maintaining existing levels of service. In Section 3.0, Council recommends on the operating requirements to address quality over a seven-year period. In Section 4.0, Council recommends on the operating grants required to fund enrolment growth beyond new corridor levels. In Section 5.0, Council recommends on the capital requirements for cyclical renewal, deferred maintenance of plant and the Enhanced Space Utilization program. In Appendix A, Council calculates the resources required to improve quality through educational renewal.

2.0 Calculation of Basic Funding Requirements for 1992-93

Council's calculation of the appropriate level of operating support required for 1992-93 is presented in Section 2.2 and follows the methodology applied in last year's Funding Advice. In Section 5.0, Council identifies the funds necessary for the cyclical renewal and

10. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H. V. Nelles, February 14, 1991, which indicated that when funding to assist institutions in implementing pay equity is included the increase is estimated at 8.0% for 1991-92.

11. The Program Adjustments Envelope was cut by \$2.5 million in 1991-92. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H. V. Nelles, June 7, 1991.

12. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, February 14, 1991.

deferred maintenance of the existing physical plant.

2.1 Basic Funding Objectives for 1992-93

For 1992-93, Council maintains the basic funding objectives, which were set out for 1991-92, to:

- offset inflationary trends; and,
- maintain levels of service dependent upon basic operating funding.

2.2 Maintenance of Basic Operating Support

Details of the 1992-93 cost of basic funding objectives are provided in Table 1.

2.2.1 The 1991-92 Base (Column 1, Table 1)

Council's estimate of the 1992-93 basic funding requirements for the university system is calculated by adjusting the universities' estimated 1991-92 expenditures by Council's estimate of the costs of maintaining the existing level of service. These calculations are based on the assumption that 1991-92 expenditures will equal estimated revenues. (Appendix Table C-1).

Council estimates that the 1991-92 base of operating revenues and expenditures of all institutions (the fifteen provincially-assisted universities, the affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College) total \$2,386.5 million. The 1991-92 base expenditures are disaggregated according to their approximate shares of the institutions' budgets; 81.7% for salaries and employee benefits and 18.3% for non-salary items.

2.2.2 Increases in Costs due to Inflation (Table 1, Column 2)

Council has reviewed several 1992 forecasts of the increase in the Consumer Price Index (CPI). These projections range from 2.4% to 4.7%. A mid-point factor of 3.5% is used as Council's estimate of inflation. Based on this inflation factor, Council estimates the inflation-related costs of salaries and employee benefits to be \$68.7 million.

Over the past five years, the differential rate of growth between the Ontario University Non-Salary Price Index (OUNSPI) and CPI has averaged -30.7%. The non-salary inflation factor used by Council for 1992-93 is derived by adjusting the projected 3.5% rate of inflation by this average differential between OUNSPI and CPI. The non-salary inflation factor used is 2.4%. Based on this inflation factor, Council estimates the inflation-related non-salary costs to be \$10.7 million.

2.2.3 Increase in Cost of Maintaining Existing Service Levels (Table 1, Column 3)

Council continues to identify and make provision for the costs of service levels which are not related to inflation. For 1992-93, provision is made for both salary-related and non-salary service level costs.

a) Salary-related Service Level Costs

Council's 1992-93 funding advice includes a provision for meeting the salary-related costs of service levels as measured by the net cost of progress-through-the-ranks (PTR) for faculty and non-academic staff. Over the years the estimated net costs of PTR have been declining as more faculty have reached retirement age. This positive net cost should under traditional PTR practices become a net saving within the next decade or so. Last year, COU estimated the net cost of PTR at 1.15% of salary costs. This year COU estimates that the net costs of providing for PTR in 1992-93 will be 1.43% of salaries and benefits. Council has been unable to get a satisfactory explanation as to this increase in costs and until this is forthcoming will not increase its net PTR cost factor. Therefore for 1992-93 Council uses the estimate provided for 1991-92, 1.15%. The net costs of PTR for faculty and non-academic staff are therefore estimated to be \$23.2 million and is included in Council's provisions for service level costs for 1992-93.

Table 1

The Cost of Basic Funding Objectives for 1992-93
(\$ millions)

Expenditure	1991-92 Base	Inflationary Trend	Service Level Costs	Cost of Basic Objectives
Salaries and Employee Benefits	1,948.8	68.7	23.2	2,040.7
Non-Salary	437.7	10.7	45.8	494.2
TOTAL	2,386.5	79.4	69.0	2,535.0

Notes:

1. Factors for each column of the table are as follows:

	<u>Salaries and Employee Benefits</u>	<u>Non-Salary</u>
Inflationary Trend	3.5%	2.4%
Service Level Costs	1.15% (Progress through the Ranks, PTR)	\$45.8 million

2. The above factors are applied to the cumulative total of the previous columns.

b) Non-Salary Service Level Costs

In Council's funding advice for fiscal 1991-92, Council valued the existing stock of equipment and furniture at \$1,293.2 million for that fiscal year. When revised by the most recent percentage change in OUNSPI for these components, the value becomes \$1,317.1 million.

Based on a 12-year replacement cycle, it is estimated that expenditures of \$107.8 million will be required in 1991-92 to meet cyclical renewal needs. Expenditure information provided by the institutions for 1990-91 and budgeted for 1991-92 suggests that institutions can be expected to spend approximately \$63.9 million from traditional sources of income in 1991-92 on equipment and furniture purchases and rentals. Council estimates that an additional \$45.8 million must be made available in 1992-93 for the cyclical replacement of equipment and furniture.

2.2.4 Total Cost of Basic Funding Objectives (Table 1, Column 4)

The total cost of basic funding objectives in Column 4 of Table 1 is the sum of the first three columns. Council's estimate of the total cost of basic funding objectives for 1992-93 is \$2,535.0 million, representing an 6.2% increase over the 1991-92 estimated expenditure base.

2.2.5 Estimated Government Grants Required to Meet the Basic Funding Objectives

As depicted in Table 2, Council estimates that income accruing to the university system in 1992-93, in addition to Government grants, will be:

- i) from other sources, \$129.1 million;
- ii) from fees other than tuition fees, \$33.8 million, which is the 1991-92 projection adjusted for a projected 2.0% increase in enrolment in 1992-93; and
- iii) from formula tuition fees, \$470.9 million at 1991-92 fee rates and including a projected 2.0% increase in enrolment in 1991-92.

Consistent with Council's advice on formula fee rates in Advisory Memorandum 79-IV, formula fee rates are to be increased by the same percentage as operating grants. Therefore, formula fee rates and Government grants should be increased by 6.2%, as noted in Table 2, line 8. Council believes this to be a reasonable increase in formula fee rates if the first two of Council's basic funding objectives are to be met.

Council estimates that of the total \$2,535.0 million required, \$1,871.9 million must be made available as Government operating grants to meet the cost of Council's basic funding objectives in 1992-93 (Table 2, line 12).

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 91-12

GOVERNMENT OPERATING GRANTS FOR 1992-93 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES IN FUNDING PROVINCIALY-ASSISTED UNIVERSITIES AND THEIR AFFILIATED COLLEGES, RYERSON POLYTECHNICAL INSTITUTE, THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION, THE ONTARIO COLLEGE OF ART, AND DOMINICAN COLLEGE.

THAT \$1,871.9 million in basic operating grants be made available in 1992-93 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario

College of Art, and Dominican College.

OCUA 91-13

FORMULA FEE RATES FOR 1992-93 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES

THAT formula fee rates be increased by the same percentage as operating grants, namely 6.2%, to provide \$500.2 million in formula fee revenue to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College, and that this increase in formula fee rates be fully reflected in the Ontario Student Assistance Program.

3.0 The Commitment to Quality in the 1990s

In this memorandum Council continues to document for Government the funding associated with the initiatives that have been identified by this Council as necessary to restore quality in university-level education in its funding advice for 1991-92. The funding of these initiatives will better equip Ontario universities to fulfill their mandate with respect to providing the type of skills required to meet the economic and social challenges of the current decade and into the 21st century. It is expected that in the future, international competitiveness will increasingly be based on skilled and adaptable human resources.

In its funding advice for 1992-93, Council identifies the resource requirements associated with Educational Renewal. That program, the details of which are provided in Appendix A, is that of improving the ability of universities to equip their graduates with skills which will enable them to participate in an increasingly competitive world and make valuable contributions in all sectors of the provincial economy.

3.1 Summary Recommendations for the Educational Renewal Program

The Educational Renewal Program detailed in Appendix A reflect areas identified by Council as priority targets for resources if the Province is committed to restoring educational quality in Ontario universities to the level met several years ago. Costs associated with individual components of the Educational Renewal Program are summarized in Table A-1. Council recognizes that priority target areas for quality enhancements will vary across institutions. It is, therefore, recommended that institutions retain the flexibility to allocate resources to those target areas noted within this memorandum which most closely respond to the particular needs of their respective institution. To address these initiatives, Council recommends that \$57.1 million be made available in 1992-93. As Council outlined for Government in its 1991-92 advice, Council is willing to work with the university community and Government to develop approaches or measures to track quality improvements.

In Advisory Memorandum 89-VI, Council recommended that the introduction of quality enhancement resources be a shared responsibility of both Government and students.¹³ Council maintains this position and recommends therefore, that in addition to the increase recommended in Recommendation 91-12, fees be increased by a further amount to provide additional fee revenue for targeting quality enhancements in teaching. Therefore a 2.5% increase in fees and operating grants would be required in 1992-93 to provide \$57.1 million in support for the Educational Renewal Fund. Council notes that any additional fee increases must be accompanied by sufficient augmentations to OSAP loans and grants.

13. Ontario Council on University Affairs, Advisory Memorandum 89-VI, Government Support of the University System in 1990-91, pp. 27-28.

Table 2

**Cost to Government of Meeting Council's Basic
Funding Objectives for 1992-93: Provincially-Assisted
Universities Affiliated Colleges, Ryerson,
OISE, OCA and Dominican College
(\$millions)**

1.	Cost of Basic Funding Objectives	2,535.0
2.	Other Non-Fee Revenue	(129.1)
3.	Other Fee Revenue	<u>(33.8)</u>
4.	Total Formula Fees and Government Operating Grants required to meet Council's Basic Funding Objectives	<u>2,372.1</u>
5.	Formula Fee Revenue at 1991-92 rates and the predicted 1992-93 level of enrolment funded by base operating grants	470.9
6.	Estimated 1991-92 Operating Grants	<u>1,762.5</u>
7.	Estimated 1991-92 Operating Grants and enrolment-adjusted Formula Fee Revenue (line 5 + line 6)	<u>2,233.4</u>
8.	Percentage increase in Operating Grant and Formula Fee Revenue $\frac{(\text{line 4} - \text{line 7}) \times 100}{\text{line 7}}$	6.2%
9.	Additional Formula Fee Revenue generated by a 6.2% increase in formula fee rates	29.2
10.	Total Formula Fee Revenue (line 5 + line 9)	500.2
11.	Additional Grants generated by a 6.2% increase in basic operating grants	109.4
12.	Cost to Government of Basic Funding Objectives (line 6 increased by 6.2%)	<u>1,871.9</u>

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 91-14

GOVERNMENT GRANTS FOR 1992-93 TO SUPPORT INSTRUCTIONAL QUALITY ENHANCEMENTS IN ONTARIO UNIVERSITIES

THAT \$45.4 million in targetted operating grants be made available through the establishment of an Educational Renewal Fund in the manner outlined in Appendix A, to support the instructional quality and the educational resources enhancements at provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College.

OCUA 91-15

FORMULA FEE RATES FOR 1992-93 TO SUPPORT EDUCATIONAL QUALITY ENHANCEMENTS IN ONTARIO UNIVERSITIES

THAT formula fee rates for 1992-93 be increased by the same percentage, namely 2.5%, to provide \$11.7 million in formula fee revenue to be committed to improving the quality of instruction and educational resources, in the manner outlined above, at the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College, and that this increase in formula fee rates be fully reflected in corresponding enrichments to the grant and loan provisions extended through the Ontario Student Assistance Program.

4.0 Funding Enrolment Growth Beyond New Corridor Levels

Last year Council finalized the negotiation of new funding corridors for each institution, allocating corridors according to Government priorities for program growth. Corridors negotiated at that time were set at levels which would accommodate 1988-89 intake and its subsequent flow-through to upper years.

Since 1988-89 undergraduate intake has continued to increase. As a result, most institutions were able to reach their new corridor levels in 1990-91, well in advance of the scheduled growth in enrolment. With the subsequent flow-through into upper years from this increase in intake many institutions' enrolment will grow well beyond current corridor mid-points if intake is maintained at present levels. Indeed, total system BIUs were 10,237 BIUs above new corridor levels in 1990-91. These enrolments are and will continue to be unfunded.

In this era of restraint with institutions struggling to maintain adequate levels of service for their students, some universities have indicated that they will be reducing intake in 1991-92 and future years to levels which will bring their total enrolment in line with their new corridor levels. Consequently, a choice must be made by Government. If Government wishes that additional growth be accommodated in order to maintain or even enhance current intake levels, it must provide incremental base funding to support this growth. Otherwise, in all likelihood fewer students will be admitted to Ontario universities in the future.

Council has reviewed the magnitude of the problem and estimates that over the next few years intake could decline by approximately 5% under current funding levels. Alternatively, to maintain current levels of intake, Government needs to provide increased ongoing base funding over a four year period to support an additional 13,308 full-time equivalent students or 22,770 BIUs. Depending on the choice, this could represent the gain or loss of university spaces equivalent to an institution the size of Carleton University or the

University of Guelph.

Table 3 outlines Council's estimate of the BIU enrolment growth and the incremental funding required to support the flow-through of current levels of intake at current rates of funding intake over the next four years. As indicated, \$45.2 million is required in 1992-93, growing to a cumulative total of \$100.6 million in 1995-96 to fund the flow-through of current intake levels. The figures found in Table 3 are calculated in 1991-92 dollars and are based on a rate of funding of Base BOI per Base BIU.¹⁴ These incremental funds are in addition to the funds required to complete the phase-in of the current set of corridor increases.¹⁵

Council recommends that Government makes the funds identified available and that these funds be allocated to universities through institutional corridor increases. By providing for enrolment growth through corridor increases, Government would be able to direct the enrolment growth to be experienced in the next few years towards those program areas and initiatives on which it places a priority. Council would further suggest that a signal be given to the university system as soon as possible that Government will be funding further corridor increases in the upcoming years in order to inform institutions' enrolment planning for the fall of this year.

The corridor funding system has built into it a mechanism for funding growth, where sufficient growth in the level total system enrolment signals that the provision of additional funding and corridor shifts are needed. To date this has not been triggered. Nevertheless, Council feels that it is important, at this time, to provide incentive for continued growth in advance of the usual conditions for this. Three factors lead Council to this conclusion.

First, there is a great deal of uncertainty as to the level of funds available for future, particularly with respect to whether funds will be forthcoming for further enrolment growth. It will be difficult for institutions to undertake continued enrolment growth without some assurances that funds will be forthcoming. Second, many universities have expressed the desire to increase enrolment in graduate studies to meet the need to replace the professoriate and serve the economy. This will likely further reduce undergraduate intake. Third, while undergraduate applications to Ontario universities are relatively flat for this fall, it is clear from Council's flow-through projections that system enrolments, even with a slight reduction in intake, will surpass the 3% corridor ceiling threshold at which a corridor revision would normally be triggered.

The corridor funding system has been designed as a dynamic system to allow for changes in corridor levels as circumstances change. At the same time it allows Government to set priorities of enrolment growth and to be forward looking in its enrolment policies. Government is also assured by the process of competitive corridor negotiation between Council and the universities that marginal funding dollars are allocated in the most effective manner towards Government priorities.

Accordingly, Council *recommends to the Minister and the Lieutenant Governor in Council:*

OCUA 91-16

*INCREMENTAL FUNDING FOR INCREASED ENROLMENT DUE TO THE
FLOW-THROUGH OF CURRENT INTAKE INTO ONTARIO UNIVERSITIES*

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14. The 1991-92 level of Base BOI per Base BIU is \$5,349.72 and Base Grants per Base BIU equal \$4,417.32.
15. Council is currently working out details to simplify the phase-in of corridor changes so that the process is not unduly complicated in the future.

THAT at a minimum for 1992-93 an additional \$45.2 million be provided for institutional corridor increases in support of increased enrolment resulting from the flow-through of existing levels of intake, and, that Government commit to the funding of subsequent increases in enrolment according to the schedule outlined in Table 3 to support institutional corridor increases of the magnitude indicated. That, since these funds are calculated in 1991-92 dollars, the funding levels identified be escalated annually to so that the funding per BIU for the BIUs identified equals the previous year's Base BOI/Base BIU.

5.0 Capital Requirements

5.1 Cyclical Renewal and Deferred Maintenance of Physical Plant

Council maintains that annual funding equal to 1% of the value of the space inventory in the university system is the absolute minimum necessary for major repairs, renovations, alterations and replacement projects. For 1992-93, the value of this space inventory has been adjusted for inflation by increasing last year's recommendation for capital assistance by the most recent annual increase in Canada's GDP Implicit Price Index for Non-Residential Construction.

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 91-17

LEVEL OF SUPPORT FOR MAJOR REPAIRS, RENOVATIONS, ALTERATIONS AND REPLACEMENT PROJECTS IN 1992-93 FOR THE CYCLICAL RENEWAL OF THE EXISTING CAPITAL STOCK

THAT funds for capital assistance for new major repairs, renovations, alterations and replacement projects in 1992-93 be \$45.5 million, plus any amount required for carry-overs and essential new construction.

Council continues to estimate the cumulative shortfall in Government funding for deferred maintenance in the same manner as last year's advice. From the inception of Council's advice on this matter to the present, this amounts to \$407 million in 1991 dollars. Council recommends that Government address this problem over a ten-year period beginning in 1992-93, by funding annually 10% of the estimated cumulative shortfall in Government funding for cyclical renewal of the physical plant (\$40.7 million).

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 91-18

LEVEL OF SUPPORT FOR DEFERRED MAINTENANCE OF PHYSICAL PLANT IN 1992-93

THAT in addition to the amount recommended in 91-13, funds for capital assistance in 1992-93 include, at a minimum, \$40.7 million for deferred repair, renovations, alterations and replacement projects.

5.2 Enhanced Space Utilization

Council believes that a sufficient supply of smaller classrooms must be available to support a reduction in student/faculty ratios as recommended in this advice and that the renewal of full-time faculty and support staff complements will also require office space. Council therefore believes that enrichments should be made to supplement support provided

Table 3

**Projected Incremental BIUs and Operating Grants, Beyond 1990 Negotiated
New Corridor BIU Levels, Required to Fund Flow-Through of Current Levels
of Intake 1991-92 to 1995-96**

	<u>Incremental BIUs</u>	<u>Cumulative Incremental BIUs</u>	<u>Incremental Operating Grants Required</u>	<u>Cumulative Incremental Operating Grants Required</u>
			(\$ millions)	(\$ millions)
1990-91	10,237			
1991-92	5,644	15,881		
1992-93	3,370	19,251	45.2	45.2
1993-94	2,214	21,465	39.8	85.0
1994-95	1,305	22,770	9.8	94.8
1995-96		22,770	5.8	100.6
New Corridor		22,770		100.6

Notes:

1. The system total 1990 negotiated new corridor level is equal to 423,520 BIUs.
2. Grant levels indicated are estimated in 1991-92 dollars and must be inflated annually to reflect increasing costs.

through the Renovation Fund, which was introduced in 1986-87 and is currently maintained at a level of \$20 million annually. Council recommends that an additional \$1.7 million be made available annually for a seven-year period to support a total \$12.5 million in capital projects which will alleviate overcrowding in classrooms, laboratory, and study space; adapt classrooms for the use of computer technologies and new teaching formats; and provide office space for additional faculty and support staff. \$12.5 million is the amount required to offset inflationary erosion over the intervening years since the introduction of the Renovation Fund; specifically, the accumulated shortfall on inflation not provided for under the \$20 million Fund between 1987-88 and 1992-93.

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 91-19

GOVERNMENT GRANTS FOR 1992-93 TO SUPPORT ENHANCED SPACE UTILIZATION

THAT \$1.7 million in Government grants be provided for 1992-93, as outlined above, to support enhanced space utilization in the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College.

6.0 Conclusion

The level of basic operating support to maintain last year's level of service, as recommended in Section 2, does not include extra-formula funding that is required by the university system to restore quality and fund enrolment growth beyond new corridor levels. Support for these initiatives must be secured from additional funding such as those recommended in Section 4 and Appendix A. Only through those enrichments will universities be able to meet goals of accessibility and educational renewal.

Council notes that the competition between the various government social and economic priorities has disadvantaged university funding in per client terms relative to other education levels and the health care sector. Ontario's relative rank of ninth out of ten provinces in Government support per student clearly reflects this low priority afforded to university education. The continued crowding out of adequate university funding from the Government's agenda will compromise Ontario's abilities to meet the human resource challenges of the current decade and beyond.

In order for Ontario's universities to play a key role in the Government's strategy to meet the human resource challenges of the future, Government must afford university education a higher funding priority than is currently the case. The quality of university education is jeopardized by severely squeezed base funding. Further compromise of base funding will only serve to hamper the achievement of this Government's strategy of equitable and sustainable economic prosperity. The issues of accessibility and quality require commitments by Government to both additional targeted funding and adequate base funding. To place increased accessibility demands upon base funding will only hamper the achievement of this Government's strategy of equitable and sustainable economic prosperity.

Dr. H. V. Nelles,
Chairman

June 21, 1991

Table 4

Summary of Grant Recommendations for 1992-93
(\$ millions)

			Percentage <u>Increase</u>
Operating Grant Recommendations:			
2.2	Maintenance of Basic Operating Support	1,871.9	6.2
3.1	Educational Renewal Program	45.4 ¹	2.5
4.1	Funding Enrolment Growth Beyond New Corridor Levels	45.2	2.6
Total Operating Grants		1,962.5	11.3
Capital Grant Recommendations:			
5.1	Cyclical Renewal of Physical Plant	45.5	
	Deferred Maintenance of Physical Plant	40.7	
5.2	Enhanced Space Utilization	1.7 ²	
Total Capital Grants		87.9	
Total Grants Recommended		<u>2,050.4</u>	

Notes:

1. \$45.4 million reflects one-seventh of the total cost to Government of a seven year phase-in of the Educational Renewal Program.
2. \$1.7 million represents one-seventh of the total cost of the 7-year \$12.5 million Enhanced Space Utilization program.

Appendix A

A.1 Educational Renewal Program

Council has identified seven specific quality enhancement targets which address two areas of great importance in fostering instructional excellence for students: the quality of instruction; and the quality of educational resources available for instruction. These initiatives, recommended through the establishment of an Educational Renewal Program, are detailed in the following sections. The funding requirements associated with these initiatives are detailed in Table A-1, which is provided at the end of Appendix A.

a) Quality of Instruction**i) Increased Student/Faculty Interaction (Table A-1, Line 1)**

Improvements in student/faculty ratios in an environment of expanding enrolments clearly requires the addition of full-time faculty. In identifying an appropriate addition to faculty complements, Council has determined the number of additional faculty required to reduce student/faculty ratios from a ratio of 16.9:1 to a target ratio of 14:1. This ratio of 14:1 was the ratio upheld in 1977-78 -- a year when Council and Government were in agreement with regard to the funding requirements for Ontario universities. The ratio of 16.9:1 reflects the most recent data available from the Council of Ontario Universities (COU), and is based on full-time equivalent (FTE) enrolments of 243,733.9 and 14,418.1 in FTE faculty.

Based on that level of FTE enrolment, an increase of 2,991 faculty is required to achieve a ratio of 14:1. With recruitments expected both at the assistant and associate professor level, an average faculty salary for these two ranks (\$62,627) is applied, reflecting average 1990-91 salaries inflated by an estimated inflation rate of 3.5%. An additional 15% for benefits (\$9,394) is then applied, bringing total per faculty costs to \$72,021. Following this methodology, Council estimates that \$215.4 million in additional resources are required to support a reasonable reduction in student/faculty ratios through the net new addition of additional full-time faculty, beyond replacements of retirees.

Consistent with the methodology employed in The Commission on the Future Development of the Universities of Ontario, Council allows for additional academic support staff to be provided in the ratio of 0.8 per faculty member.¹⁶ Based on this ratio, Council estimates that \$95.1 million is required to hire and train an additional 2,392 support staff. This estimate is based upon an average support staff salary of \$34,568 (the average 1990-91 non-academic salary, inflated by an estimated inflation rate of 3.5%) and an additional 15% for benefits (\$5,185).

Council therefore estimates that \$310.5 million in total is required to fund the additional 2,991 faculty (\$215.4 million in salaries and benefits) and 2,392 support staff (\$95.1 million in salaries and benefits) to improve the quality of instruction through increased student/faculty interaction.

ii) and iii) Increased Reliance on Small Work Groups and Increased Requirements for Written Work (Table A-1, Line 2, 3)

The addition of full-time faculty, which Council recommends in section i), would enable institutions to provide small group formats and extend to students the many benefits gained from small group interaction. Furthermore, by increasing faculty complements in the manner outlined above, universities would be able to renew emphasis on written assignments.

16. The Commission on the Future Development of the Universities of Ontario. Ontario Universities: Options and Futures, December 1984, p. 47.

iv) Improving the Instructional Skills of Faculty (Table A-1, Line 4)

Council believes that resources should be made available to institutions to support the development of faculty teaching skills which are appropriate for a modern pedagogical environment. Council recommends that \$26.9 million in funding be provided to support improvements in instructional skills. This initiative would provide for the training of 500 faculty at an average cost of \$5,175 per faculty member.¹⁷ A seven year phase-in of this initiative would require an additional \$3.8 million in operating support for 1992-93.

b) Quality of Educational Resources**v) Enhanced Instructional Equipment and Library Resources
(Table A-1, Line 5)**

To address these needs, Council recommends that expenditures on instructional equipment in Ontario's universities be increased by 25%. The most recent data available from the Committee of Finance Officers - Universities of Ontario (COFO-UO) indicates that expenditures on equipment and furniture purchase, rental and maintenance for instruction and research totalled \$40.6 million for 1989-90. In addition to annual cyclical renewal needs, Council therefore estimates that an additional 25% enrichment to this category, or \$10.2 million, should be provided to make a measurable improvement in the quality of instructional equipment in Ontario universities. Council recommends that this amount be phased in over a period of seven years, and that \$1.5 million of this amount should be made available in 1992-93.

Council believes that the quality of library resources should be restored to achieve per student levels of expenditure last realized in 1977-78. An increase of roughly 40%, or \$19.2 million, is therefore required to restore the value of library acquisitions to 1977-78 levels. To support these additional expenditures, Council also recommends an \$17.2 million enrichment to library staff, estimated as 20% of the 1988-89 salary and benefits expenditures on library personnel.¹⁸ Council recommends that a total sum of \$36.4 million be made available to restore per student library expenditures and library staffing to reasonable levels, and to ensure that students and faculty have access to high quality, current library materials. Council recommends that the amount of \$36.4 million be phased in over a period of seven years. For 1992-93, Council recommends that \$5.2 million of that amount be made available through this initiative.

vi) Enriched Student Supports (Table A-1, Line 6)

Enriched student support systems would make an important contribution to the retention and academic achievement of all students, thereby improving completion rates. Examples of student support activities which improve academic skills include: counselling; information services; various forms of campus orientation; the provision of study skills; tutoring and academic remediation or preparatory courses. Council supports the extension of such initiatives to improve student support and recommends that an additional \$3.5 million be provided to strengthen student support in Ontario universities. Council recommends that this amount be phased in over seven years beginning with a provision of \$0.5 million for

17. The average cost of \$5,175 per faculty member is based on the \$5,000 estimate for 1991-92 inflated by an estimated inflation rate of 3.5%.

18. Council has increased the additional library staff required to handle the recommended 40% increase in library acquisitions to a 20% increase over 1988-89 salary and benefits expenditures on library personnel based on a more current survey of library personnel conducted by the Council of Universities in May, 1991.

1992-93.¹⁹

vii) Curricular Enrichments (Table A-1, Line 7)

Council emphasizes the importance of providing a broad selection of elective and upper year division courses in the university curriculum, particularly with the many new fields of specialization emerging at the advanced level. Constrained resources have, however, often resulted in the curtailment of course offerings or restricted enrolments. This has meant that the range of electives open to students is minimized and the curriculum narrower than is academically desirable.

Enhanced resources are required if universities are to expand course options and provide a broad range of flexible programming which is a feature of quality institutions. Council recommends that an additional \$12.0 million be provided and phased in over a period of seven years, to enhance course offerings within existing university programs, particularly for upper-year students. This estimate is the amount required to support the introduction 500 additional course offerings. It is based on an average faculty cost of \$72,021 (average salary plus benefits as calculated in section i), and an assumption of 3 sections per FTE faculty member. Resources might be targetted toward the expansion of course offerings to meet the needs of students in part-time and evening programs and high demand university programs, and to establish stronger course linkages with Ontario's Colleges of Applied Arts and Technology. Council recommends that \$1.7 million of this amount be provided for 1992-93.

19. This represents a 10% increase in the estimated \$35.3 million (1991-92 estimate of \$34.1 million adjusted for an estimated 3.5% rate of inflation) spent on academic and personal supports for students, calculated as roughly one-half the total expenditures reported as "student services" by COFO-UO for 1988-89.

Table A-1

**Total Cost of the Educational Renewal Program
(\$ millions)**

	<u>1992-93¹</u>	<u>Steady State²</u>
A. <u>Quality of Instructional Initiatives</u>		
1. Increased Student/Faculty Interaction	44.4	310.5
2. Increased Reliance on Small Group Work		
3. Increased Requirements for Written Work		
4. Improved Faculty Instructional Skills	<u>3.8</u>	<u>26.9</u>
	48.2	337.4
B. <u>Quality of Educational Resources</u>		
5. Enhanced Instructional Equipment and Library Resources	6.7	46.6
6. Enriched Student Supports	0.5	3.5
7. Curricular Enrichments	<u>1.7</u>	<u>12.0</u>
	8.9	62.1
8. Total Program Costs	<u>57.1</u>	<u>399.5</u>

Notes:

1. Funds required in the first year of the seven-year phase-in of the Educational Renewal Program, to be provided through Government grants and fee revenue.
2. Annual funds required in the steady-state once the Educational Renewal Program has been phased-in, to be provided through a combination of Government grants and fee revenue.

Appendix B

Revised Calculation of Shortfall in Funding for 1991-92

The estimate of the basic funding requirements for 1991-92 contained in Advisory Memorandum 90-IV has been revised to reflect updated estimates of CPI, furniture and equipment expenditures and 1990-91 base expenditures. The inflation factors for salary and non-salary items have been revised from 5.9% and 5.8% to 6.4% and 4.4% respectively. The furniture and equipment factor has been decreased from \$38.6 million to \$30.2 million. The 1990-91 base expenditures have been decreased from \$2,237.6 million to \$2,221.6 million. As a result, the revised estimate of the cost of basic funding objectives in 1991-92 is \$2,408.3 million.

An estimate of total funds available to the Ontario university system has also been made reflecting information on government grants, fees, and other income. Council now estimates that total fee income (formula tuition and other fees) will be \$495.0 million. Government operating grants supporting the cost of basic funding objectives will total \$1,762.5 million; this total is the difference between the \$1,952.8 million of total operating grants and the sum of \$20.7 million in line-item grants and \$1.55 million for native education, \$162.3 million in Accessibility Envelope Grants and Corridor Shift Funding and \$5.7 million in Visa Fee Waivers. Other revenue is estimated to be \$129.1 million (\$106.8 million of which consists of universities' budget report values of other revenue, investment income and municipal and federal grants, \$20.7 million in line-item grants and \$1.55 million for native education). Thus the total estimated revenue available to the system to meet the cost of basic funding objectives is \$2,386.5 million.

The revised estimate of the shortfall in revenue compared to expenditures required to meet the basic funding objectives is \$21.8 million (\$2,408.3 - \$2,386.5 million).

Council's estimate of total operating funding needs for 1991-92 is the revised estimate of the cost of basic funding objectives, \$2,408.3 million and the additional \$142.1 million recommended in Advisory Memorandum 90-IV (Educational Renewal Fund \$105.8 million, Program to Renew Ontario's Educators \$19.3 million, increase Research Overheads/Infrastructure Envelope \$15.0 million, and the Incremental Costs of Bilingualism \$2.0 million). This equals \$2,550.4 million.

The estimate of the total operating funds available for 1991-92 is the estimate of the funds available for the cost of basic funding objectives \$2,386.5 million.²⁰

Total operating funding needs minus total operating funds available reveals a shortfall of \$163.9 million (\$2,550.4 million - \$2,386.5 million). Since Council uses a three-year lagged adjustment calculation of shortfall for the base adjustment, the 1988-89 shortfall of \$38.6 million must be subtracted. Therefore, Council estimates that the shortfall in total operating revenue for 1991-92 is \$125.3 million (\$163.9 million - \$38.6 million).

20. The additional, as of yet undetermined grant for pay equity, that is to be provided in 1991-92 is not included in that amount.

Table B-1

Revised Operating Funding Shortfall for 1991-92
(\$ millions)

Council's Revised Recommendations

Cost of Basic Funding Objectives (A)	2,408.3
Additional Grants Recommended	
Incremental Costs of Bilingualism	2.0
Educational Renewal Fund	105.8
Program to Renew Ontario's Educators	19.3
Increase Research Overheads/Infrastructure Envelope	<u>15.0</u>
Total Operating Needs (B)	2,550.4

Estimated Revenues Available

Revenue Available for the Cost of Basic Funding Objectives (C)	2,386.5
Estimated Total Operating Revenue Available (D)	2,386.5

Shortfall in Funds Available

Funds Available for the Cost of Basic Funding Objectives (A-C)	<u>21.8</u>
Funds Available for Total Operating Needs (B-D) (E)	<u>163.9</u>
1988-89 Shortfall (F)	38.6
Calculation of Shortfall Using Three-year Lagged Adjustment (E-F)	<u>125.3</u>

The 1991-92 Base

This Appendix outlines the derivation of the 1991-92 base used in Council's funding exercise. For the purpose of this exercise, Council assumes that system expenditures equal total revenues, and estimates total operating revenues at \$2,386.5 million in 1991-92. Table C-1 provides details of 1991-92 revenues by type.

Formula and Non-Formula Grants

The figure \$1,762.5 million for 1991-92 found in Table C-1 is derived by subtracting \$20.7 million in Line-Item Grants, \$1.5 million in native education funding, \$5.7 million in Visa Fee Waivers and \$162.3 million in Accessibility Envelope Grants and Corridor Shift Funding from the \$1,952.8 million in operating grants for 1991-92.²¹ This figure includes the grants provided as faculty renewal grants, access for the disabled grants, differentiation and extraordinary grants, Northern Ontario grants, bilingualism grants, program adjustment grants, research overhead/infrastructure grants and formula grants. (Grant allocations recommended by Council can be found in Advisory Memorandum 91-I.)

Formula and Other Fees

In each year, Council's funding base includes only that fee revenue which is derived from formula fees and other fees. Any revenue accruing to the universities as a result of the application of their discretionary tuition fee power has been excluded from the base. The 1991-92 formula fee revenue is estimated to equal \$461.7 million. This is calculated by applying the 1991-92 formula fee rates and enrolment changes to the 1990-91 fees. This figure also includes an estimate of the supplementary foreign fee revenue and third-term graduate formula fees. The Other Fee Revenue estimate of \$33.2 million was based on the universities' budget reports for 1991-92.

Other Revenue

Other revenue for 1991-92 of \$129.1 million includes Ministry line-item grants of \$20.7 million, native education grants of \$1.5 million, and an estimated \$106.9 million in other sources of operating income including municipal and federal grants, investment income and other revenue. The \$106.9 million was derived from the universities' reports on budgeted revenue for 1991-92. Other revenue excludes any amounts provided for municipal taxation payments, income from gifts, donations and non-government grants.

21. Fax from University Relations Branch, May 31, 1991.

Table C-1

**Estimated University System Revenue for 1991-92
(\$ millions)**

Formula and Non-Formula Grants*	1,762.5
Formula Fees	461.7
Other Fees	33.2
Other Revenue**	129.1
Total	2,386.5

* Excludes Ministry line-item grants, native education grants, Accessibility Envelope and Corridor Shift Funding and Visa Fee Waivers.

** Includes Ministry line-item grants and native education grants.

91-III Existing Program Funding and New Degree Designation Reviews for Ryerson Polytechnical Institute

1.0 Introduction

In this Memorandum, the Ontario Council on University Affairs recommends on the continued funding eligibility of the following eleven undergraduate programs at Ryerson Polytechnical Institute in accordance with the procedure for the Ryerson Program Review Process established in Advisory Memorandum 84-V "Program Funding Procedures for Ryerson Polytechnical Institute" (see Section 2.0):

- 2.1 Bachelor of Applied Arts (Interior Design) (BAA)**
- 2.2 Diploma and Bachelor of Applied Arts (Environmental Health) (BAA)**
- 2.3 Diploma and Bachelor of Technology (Aerospace Engineering) (BTech)**
- 2.4 Diploma and Bachelor of Applied Arts (Administration and Information Management) (BAA)**
- 2.5 Diploma and Bachelor of Applied Arts (Hospitality and Tourism) (BAA)**
- 2.6 Diploma and Bachelor of Technology (Civil Engineering) (BTech)**
- 2.7 Diploma and Bachelor of Technology (Survey Engineering) (BTech)**
- 2.8 Bachelor of Applied Arts (Applied Geography) (BAA)**
- 2.9 Bachelor of Technology (Graphic Communications Management) (BTech)**
- 2.10 Bachelor of Applied Arts (Food, Nutrition, Consumer, and Family Studies) (BAA)**
- 2.11 Diploma and Bachelor of Technology (Chemical Engineering) (BTech)**

Before addressing the individual programs evaluated Council would like to take this opportunity to highlight a few overall trends that surfaced from the eleven undergraduate program reviews.

First, Council notes that although library resources have been deemed adequate to support the reviewed programs, a concern by the various Ryerson librarians, over the present and future library resources exists. The book, periodical, and reference collections are in many cases small and somewhat dated. Furthermore, audio-visual materials for most programs reviewed need to be updated. While many of Ryerson's programs contain a practical emphasis in which hands-on experience is a significant aspect of the course content, currency in library resources is an important element for the academic quality of all Ryerson programs that should not be understated.

Second, in recent years there has been an increase in the preference of Ryerson students to complete a degree rather than a diploma. Of the eleven programs reviewed, seven include a diploma option after third year. The number of students opting to exit after third year varies per program, however, the numbers are consistently small across all programs reviewed. The explanation advanced by Ryerson also varies, but in most cases higher standards or increased expectations by employers and professional bodies are cited as important influencing factors.

Third, for Ryerson, maintaining currency in its technological resources is an important consideration. Given the technological emphasis of many Ryerson programs, computer hardware and software as well as automated equipment that is actually used in the work environment has been stressed as a concern for many departments. Simply put, many programs need up-to-date technology to maintain the societal relevance of their curricula. This will continue to be an important concern for Ryerson in the future.

Fourth, it is apparent that student demand for program admission does not always match societal need for Ryerson's graduates. In particular, the engineering programs reviewed

indicate a generally low student demand for admission whereas employment demands and needs for graduates appear strong.

Fifth, Council wants to underscore the fact that important differences also exist among the programs reviewed, most notably, both student demand for admission into programs and societal demand for graduates vary per program. For example, one program may have as many as three qualified applicants per available place whereas another program may have places that go unfilled. Similarly, graduates of one program may have, on average, four job offers at the time of graduation whereas graduates from another program may be subject to extreme fluctuations in demand for their expertise.

The reviews of each program outline below reinforce these common elements as well as the significant differences found in Ryerson programs.

The Council also recommends on the appropriateness of Ryerson Polytechnical Institute granting Bachelor of Engineering (BEng) degrees in Aerospace Engineering, Chemical Engineering, and Civil Engineering. These requests were considered in accordance with the procedures set out in Advisory Memorandum 87-X "An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation". With regard to the proposals involving the issue of degree designation, Council has considered the advice of its Academic Advisory Committee (see Section 3.0).

2.0 Programs at Ryerson Polytechnical Institute Considered for Continued Funding Eligibility

2.1 **Ryerson Polytechnical Institute Program Review Process Results for the Bachelor of Applied Arts (BAA) in Interior Design in accordance with Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Bachelor of Applied Arts in Interior Design program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This four-year degree program has been in existence since 1972.

...the professional interior designer is qualified by education, experience and examination to enhance the function and quality of interior spaces, for the purpose of improving the quality of life, increasing productivity, and protecting the health, safety, and increasing welfare of the public...¹

Professional duties for an interior designer include: the preparation and administration of bids and contract documents, as well as acting on behalf of the client in reviewing and evaluating design solutions. Accordingly, the object of the program is to provide the student with theory, technical knowledge, practical skills and liberal education in preparation for entry into the profession of interior design.²

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. **Assurance of Societal Need**

The societal need for this program was evaluated by a Program Review Committee (PRC) established in November 1987. The PRC consisted of 7 members drawn from business, industry, associations, Ryerson, and the broader academic community.

Data contained in the PRC report indicated that student demand for the program is high. In fact, in 1989, approximately 3 qualified applicants applied for each position available in the program. Annual enrolment has grown slightly in the last five years. In 1985, 64 students were admitted into first-year whereas 72 in 1990 were admitted. Enrolment in all years of the program has averaged 242 students over the five year period 1985 to 1990.³ Every year approximately 50 students graduate from the interior design program.

1. Ryerson Polytechnical Institute, Program Review Process, Interior Design Program, Societal Need Element, "Introduction", January 31, 1991.

2. Ibid., "Introduction".

3. Ibid., "Statistics", 4.2.2.

The PRC found that despite recessionary times which have affected the building industry, and in turn the demand for new designers, the graduates of this program have a high placement rate.⁴ Graduates of Ryerson's interior design program are employed by: government, banks, major corporations, insurance companies, furniture dealers with design departments, architectural firms, manufacturers of furniture and carpet, department stores, manufacturing/product development companies, lighting designers, and independent interior design firms.

A survey of interior design companies in the greater Metropolitan Toronto Area revealed that approximately 121 interior designers over the next three to five years would be required by eighteen interior design companies.⁵ Potential employers noted that their companies were most commonly engaged in projects in the following areas of design: corporate office (25%), retail (23%), hospitality (23%), residential (23%), institutional and generalist (6%).⁶

The PRC noted that Ryerson is the only post-secondary institution in Ontario that offers a degree in interior design. The University of Manitoba's Department of Interior Design offers the only other degree program in Canada. In its "Statement of Differentiation," Ryerson elaborates on the program's uniqueness when compared to the Ontario community college programs:

There are a number of interior design programs offered at community colleges within Ontario, but none of these offer the depth nor breadth of education that is given at Ryerson. Our emphasis on creative problem solving and the strength of our foundation gives graduates abilities and a degree of knowledge beyond the community college graduate.⁷

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful, and meets the demands of a more design conscious public.

The PRC unanimously concludes that the Diploma and Bachelor of Applied Arts in Interior Design program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant. The PRC noted however, that the state of technology and the use of Autocad in the Interior Design program must be addressed in the future in order to keep graduates competitive in the job market.⁸

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council. The report of the Academic Council notes that modifications have been made to the program's curriculum since degree status was achieved in 1972. These changes have either been the result of institutional budget reductions or in response to the changing

4. Ibid, "Opportunities for Graduates", 5.1.

5. Ibid, "Employer Survey", 5.4.

6. Ryerson Polytechnical Institute, Program Review Process, Societal Need Element, January 30, 1991, citing a survey done by the Association of Interior Designers of Ontario.

7. Ibid, "Statement of Differentiation".

8. Ibid, "Minutes from the Meetings of the Program Review Committees".

needs of the profession.⁹

The Academic Council's report noted that the program is accredited by the Foundation for Interior Design Education Research (FIDER), which is the recognized accrediting body in North America.

It was noted by the Advisory Committee that most design offices today are using Autocad equipment as a drafting tool. In lieu of the fact that Ryerson's interior design graduates will be disadvantaged if they are not given exposure to this area of knowledge, it has been suggested that there should be an expansion of the curriculum's technical education component.¹⁰

The Academic Council reports that the space for the program is sufficient. However, Ryerson's Council did agree that "the most important facility lacking is a microcomputer lab", in which students could work on design projects.¹¹

Library holdings were deemed to be adequate to support the School of Interior Design program. It was noted however, that the collection could benefit from more titles, an increased duplication of individual titles, a wider range of periodical titles, a design index and more suitable films and videotapes.¹²

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Bachelor of Applied Arts Program in Interior Design in November 1990. The Academic Council approved the continuation of the program on academic grounds on December 4, 1991.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Applied Arts in Interior Design program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991 the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Bachelor of Applied Arts (BAA) program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Bachelor of Applied Arts in Interior Design be deemed eligible for continued funding.

Council concurs with the PRC's assessment of the Interior Design program. However, Council also urges Ryerson, in order to ensure the program continues to meet societal demand, to find ways to address the PRC's technology concerns for the future.

9. Ryerson Polytechnical Institute, Program Review Process, Interior Design Program, Academic Quality Element, January 30, 1991, "Curriculum Review", p. 3.5.

10. Ibid, "Curriculum Review", p. 3.5.

11. Ibid, "Facilities".

12. Ibid, "Summary Statement of the Library's Holdings Relating to the School of Interior Design Program", p. 8.

Council, having carefully reviewed the documentation regarding the Bachelor of Applied Arts in Interior Design program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 91-20

*CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING BACHELOR
OF APPLIED ARTS DEGREE PROGRAM IN INTERIOR DESIGN AT
RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES*

THAT enrolment in the Bachelor of Applied Arts (Interior Design) degree program continue to be deemed eligible for counting for funding purposes.

2.2

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Diploma and
Bachelor of Applied Arts (BAA)
in
Environmental Health Program
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Diploma in Environmental Health and the Bachelor of Applied Arts in Environmental Health program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a diploma-degree continuum. Three types of courses: professional, professionally-related, and liberal studies courses, help the student develop the expertise necessary to participate in the administration of community health services and programs and to enter into fields of activity in which Environmental Health is the focus.¹ Most graduates find employment with government health agencies.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in April 1989. The PRC consisted of 8 members drawn from the Ontario Government, various municipalities, Ryerson, and the broader academic community.

Data contained in the PRC report indicated that student demand for the program is strong. In 1990, there were approximately 2 qualified applicants for every student accepted into first year of the program.² Annual enrolment has grown steadily in the last five years. In 1986, 63 students were admitted into the program whereas, in 1990, 85 students were admitted. There has been an average total enrolment level of 221 between 1986 and 1990.

The PRC found that societal demand for graduates of this program by health departments and units has always been steady. However, since 1987 this demand has in fact increased. During the Spring of 1988, there were approximately 70 vacancies for Health Inspectors in Canada, from a total of nearly 2,000 positions(3.5%). Forty of these vacancies occurred in Ontario health units. By 1989, vacancies in these positions were estimated to have grown to 100 (5%).³

The PRC also noted a shift in the number of students graduating with a three-year diploma versus a four-year degree. By 1995, it is expected that the Board of Certification for the Health Inspectors Association of Canada, will change its requirements for entry into the profession to a four-year degree minimum. This expectation has encouraged students to

1. Ryerson Polytechnical Institute, 1989-90 Calendar, p. 144.

2. Ryerson Polytechnical Institute, Program Review Process, Environmental Health Program, Academic Quality Element, "Enrolment", p. 12.

3. Ibid., "Employer Opportunities for Graduates", p. 27.

complete a degree in Environmental Health rather than graduating with a diploma. In fact, 1988 and 1989 figures indicate that only ten percent of the students in the program are leaving the program after year three. Furthermore, those that do, generally hold a previous degree from another institution.⁴

In order to be employed as a Public Health Inspector or an Environmental Health Officer, an individual must hold the Certificate of Public Health Inspection (Canada). Diploma and degree graduates from Ryerson and diploma graduates from the British Columbia Institute of Technology are accepted at present for certification. A recent decision made by the Board of Certification will require a four-year degree requirement office status prior to sitting for the entrance examinations.⁵ In 1995, when the Board of Certification's requirement of a four-year degree is expected to be implemented, Ryerson degree graduates will be the only graduates in Canada suitably qualified to hold a certificate of Public Health or Health Inspection. In turn, the number of certifiable graduates in Canada will be reduced to approximately 50 per year.

Traditionally, the majority of graduates seek and find employment with a federal, provincial or local health agencies, in the public/environmental health field. A small number of graduates enter the private sector assuming positions as quality control/assurance personnel in the food industry, the pest-control industry, and the transportation and service industries.

An employer survey with 34 respondents, representing a variety of potential employers of program graduates, indicated that Ryerson graduates were thought to be broad, flexible, and comprehensive in meeting current and projected needs of the profession.⁶ Also, most respondents felt that the strength of Ryerson graduates was in their advanced research, analysis, and epidemiological skills.⁷

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful, and meets a societal need and demand for closer monitoring of environmental issues.

The PRC unanimously concludes that the Diploma and Bachelor of Applied Arts in Environmental Health program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant. The Committee indicated that the possibility of implementing the following recommendations should be examined further:

1. That development of interdisciplinary initiatives be continued.
2. That planning content be broadened.
3. That communication skills be emphasized as part of all courses, studies, and assignments
4. That research and evaluation skills continue to be emphasized.
5. That toxicology, environmental impact assessment and risk analysis techniques from part of the core courses.
6. That post-degree or graduate work be explored at Ryerson or elsewhere, in the field of Environmental Health.

4. Ryerson Polytechnical Institute, Program Review Process, Environmental Health Program, Societal Need Element, p. 27.

5. Ibid., p. 27.

6. Ibid., p. 31.

7. Ibid., p. 31.

7. That in-service courses for professional development form part of the School's role in continuing professional education.
8. That the second option in Occupational Health and Safety be developed and implemented as soon as practical.
9. That the degree designation be changed to Bachelor of Applied Science (B.A.Sc.), or Bachelor of Health Science(B.H.Sc.).
10. That inquiry be made to the Canadian Institute of Public Health Inspectors regarding plans to change the name P.H.I. to E.H.O.
11. That the effectiveness of the practicum be examined, and alternative approaches be considered.
12. That the Board of Certification continue to develop its role in reviewing professional content in the curriculum, thus reaffirming the School's recognition and standing.
13. That a larger enrolment be sought into the program, with provision for faculty, staff and resources appropriate.⁸

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council. The report of the Academic Council notes that modifications have been made to the program's curriculum since it was reviewed in 1983. These changes include: course reductions, hour reductions, a work year removed, a curriculum re-design to allow better streaming of topic areas, and an exit point after the third year of study.⁹

The first two years of the program introduce the student to basic environmental concerns: pollution control, housing, occupational health, food hygiene, and community sanitation. The methodological framework used in the program is provided by the introduction of epidemiology in the third year. The third and fourth years provide an additional focus in technology, administration, research, and education.¹⁰

The Academic Council's report noted that a formal accreditation procedure has been established by the Canadian Institute of Public Health Inspectors through its Board of Certification. Ryerson is scheduled for its first review by the accreditation team during 1991.

The report of the Academic Council included a statement from the Education and Life Sciences Librarian which indicated that the library collection in general is adequate to support the program and that the periodical and audio-visual collections are adequate to the needs of the students.¹¹

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Diploma and Bachelor of Applied Art in Environmental Health program in November 1990. The Academic Council approved the continuation of the program on academic grounds on November 6, 1990.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Diploma and Bachelor of Applied Arts in Environmental Health program.

8. Ibid, p. 10.

9. Ibid., p. 32.

10. Ryerson Polytechnical Institute, 1989-90 Calendar, p. 144.

11. Ibid., Appendix 4: "Report: Learning Resource Centre".

After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991 the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 31, 1991, Ryerson Polytechnical Institute informed Council that the Diploma and Bachelor of Applied Arts in Environmental Health program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Diploma and Bachelor of Applied Arts in Environmental Health program be deemed eligible for continued funding.

Council notes that the plans of the Canadian Institute of Public Health Inspectors to require a degree-level minimum qualification for entry into the profession, will exclude Ryerson Diploma graduates from Environmental Health Officer and Public Health Inspector positions. Since these positions constitute the bulk of the current societal demand for graduates, Council alerts Ryerson that societal demand for diploma graduates will need to be demonstrated apart from the demand for degree-graduates in the next PREP cycle.

Council, having carefully reviewed the documentation regarding the Diploma and Bachelor of Applied Arts in Environmental Health program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 91-21

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND BACHELOR OF APPLIED ARTS DEGREE PROGRAM IN ENVIRONMENTAL HEALTH AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and Bachelor of Applied Arts (Environmental Health) degree program continue to be deemed eligible for counting for funding purposes.

2.3

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Diploma and
Bachelor of Technology (BTech)
in
Aerospace Engineering
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Diploma in Aerospace Engineering and the Bachelor of Technology in Aerospace Engineering program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a degree-diploma continuum. It prepares students for a wide range of careers in research and development, design, manufacturing, and operations. Students study a variety of specific aeronautical subjects such as aerodynamics, flight mechanics, stress analysis and computer aided design as well as fundamental mechanical, electrical engineering and related subjects.¹ Graduates of both the diploma and degree levels find employment over a broad spectrum of technological activities in aviation manufacturing, as well as support industries of aircraft manufacturing such as the manufacturing of engines and turbines and the design of hydraulic/pneumatic systems.² The program has a distinctly applied focus and is intended to meet the curricular requirements for engineering accreditation.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in April 1989. The PRC consisted of 8 members drawn from business, industry, Ryerson, and the broader academic community.

Student demand for this program has been strong. In 1990, there were approximately three qualified applicants for every student registered in year one of the program. Annual enrolments have grown substantially in the last five years. Between 1985 and 1990, first year in-take enrolments have grown from 50 to 72 students. There has been an average enrolment level of 164 students over this same five year period. Each year approximately 30 students graduate.³

The PRC report notes a shift in the number of students that only complete the aerospace engineering three-year diploma. Since the program was revised in 1985, the majority of students in the program go on to complete the four year degree. Ryerson further

1. Ryerson Polytechnical Institute, 1989-90 Calendar, p. 135.

2. Ryerson Polytechnical Institute, Program Review Process, Aerospace Engineering Program, Academic Quality Element, January 31, 1991, p. 13.

3. Ryerson Polytechnical Institute, Program Review Process, Aerospace Engineering Program, Societal Need Element, January 31, 1991, "Attachment II--Historical and Projected Enrolments".

indicates that it is usually the case that students who exit the program after the third year are those students that encounter difficulties with the program curriculum.⁴

A 1989 survey revealed that corporations such as McDonnell Douglas, Boeing Aircraft, Litton Systems, Hawker Siddeley, Atlantis Aerospace, Spar Aerospace, Wardrop Engineering, and RCI Waterjets hire Ryerson Aerospace Engineering graduates. The survey also indicated that positions most often held by the graduates were in engineering design (40%).⁵

Many program graduates apply to the Association of Professional Engineers of Ontario (APEO) for professional engineering status and write the APEO examinations⁶ to obtain this certification. Others go on to further university education in the engineering field.

The bulk of aircraft manufacturing is project-oriented and contract dependent. In turn, employment opportunities for aerospace engineers are somewhat unstable and difficult to predict.⁷ Employment opportunities in components and systems manufacturing were recognized as offering more stable employment for aerospace engineers. The broader consulting industry is also viewed as an area where Ryerson's aerospace graduates will always be in demand.⁸ It was recognized by the PRC that it is difficult to put an exact figure indicating the future need for aerospace engineers; however it was also recognized that there are a small number of individuals who graduate every year in the aerospace field.⁹

The projected future enrolment patterns were examined by the PRC. Given the comments made regarding industry employment, it is not surprising that the future need and demand for graduates was also viewed with caution. A representative of McDonnell-Douglas argued that "an on-going small, but steady, demand" for Ryerson graduates could be expected.¹⁰ Alternatively a representative of Boeing Canada stated that "depending on the contracts they secure, at times they may need hundreds of aerospace/aeronautical engineers."¹¹ Ryerson argues that in light of the increased anticipated future demand for aerospace engineering skills, and the general shortfall in the global supply of engineers, a steady-state graduating number of approximately 50 students per year reached by 1993-94

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4. Ryerson Polytechnical Institute, Program Review Process, Aerospace Engineering Program, Academic Quality Element, January 31, 1991, p. 1.
 5. Ryerson Polytechnical Institute, Aerospace Engineering Proposal for Degree Designation Change to Bachelor or Engineering, "1989 Employer Survey".
 6. Currently the APEO requires that Ryerson Aerospace graduates write four examinations.
 7. Garth, Wallace, Aviation & Aerospace, "Getting Educated: Finding People with the Right Qualification", February 1990, p. 25.
 8. Ryerson Polytechnical Institute, Program Review Process, Aerospace Engineering Element, Academic Quality Element, p. 13.
 9. Ryerson Polytechnical Institute, Program Review Process, Aerospace Engineering Element, Societal Need Element, "Meeting Summary", October 25, 1990.
 10. Letter from Lucas A., Leader MD11 Production Definition, McDonnell-Douglas, to Professor S.E. Matar, Chair of Mechanical Engineering, Ryerson Polytechnical Institute, October 2, 1990.
 11. Ryerson Polytechnical Institute, "Meeting Summary", October 25, 1990.

was viewed as reasonable by the PRC.¹²

The applied nature of this program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. In fact, this program's recognized strength lies in being able to supply practical engineers to industry:

...engineers with enough knowledge of materials and manufacturing processes as well as of design to fill the many positions that require precisely these skills with this emphasis. Ryerson will continue to build on its past strengths and its fine tradition, and create a distinctive role and distinctive niche for itself in the provincial and indeed Canadian post secondary systems of education.¹³

The PRC unanimously concludes that the Diploma and Bachelor of Technology in Aerospace engineering program meets all aspects of the societal need criterion and provides high quality applied professional education. Societal need for program graduates was deemed significant. The Committee also indicated its support for the plan of accreditation by the Canadian Engineering Accreditation Board.¹⁴

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council. The report of the Academic Council notes that the program's objectives are:

to prepare its graduates to become eligible for the practice of professional engineering; for entering their first jobs in a productive capacity; and for achieving their career potentials including studies for higher degrees.¹⁵

Over the years, adjustments have been made to the admission requirements and program content in light of the changing academic capabilities and curricular expectations of the entering student body. In 1984, Grade XIII became the formal qualification for admission into the program. The desire of most students to achieve formal engineering certification through the examination program of the Association of Professional Engineers of Ontario (APEO) has lead to modifications to the curriculum which would help students reduce the number of APEO examinations students are required to write following graduation.

The four-year program satisfies the Canadian Engineering Accreditation Board's (CEAB) minimum requirements in the areas of Mathematics, Basic Sciences, Engineering Science and Engineering Design, and Complimentary Studies. The first-year consists of courses taken in common with Industrial and Mechanical Engineering students. In the second through fourth years, the students are separated and are taught through courses specially

12. Ryerson Polytechnical Institute, Program Review Process, Aerospace Engineering, Societal Need Element, "Meeting Summary", October 25, 1990.

13. Letter from Professor B. Etkin, Institute for Aerospace Studies, University of Toronto to Professor W. E. White, Dean of Technology, Ryerson Polytechnical Institute, November 1, 1990.

14. Letter from Members of the PRC, Ryerson Polytechnical Institute, to Dr. W. E. White, Dean of Technology, Ryerson Polytechnical Institute, October 25, 1990.

15. Ryerson Polytechnical Institute, Program Review Process, Aerospace Engineering Program, Academic Quality Element, January 31, 1990, p. 4.

suited to Aerospace Engineering. The program's emphasis is on design. This matches a significant portion of the nature of the work done by Ontario's aerospace industry.

The Academic Council reports that currency and relevancy of the curriculum is assured through several sources. First, faculty annually review courses to include most recent topics and techniques. Second, the program's Advisory Committee consists of both academics and senior position industrialists from relevant industries. Third, the program environment also contributes to currency and relevancy through student projects and faculty research.

Physical resources are reported to be adequate. Students have available to them the facilities at Ryerson, as well as those at the Centre for Advanced Technology Education. The department also has well-equipped laboratories.

A report prepared by the Science and Technology Librarian indicates that the library's collection in support of the aerospace engineering program is adequate in general, although relatively small and somewhat dated. It was noted that the collection needs to be improved in the areas of aerodynamics, avionics, and computational analysis, and that theoretical books on a variety of related subjects should be acquired.¹⁶

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Diploma and Bachelor of Technology Program in Aerospace Engineering in October 1990. The Academic Council approved the continuation of the program on academic grounds on October 18, 1990.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Aerospace Engineering program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Diploma and Bachelor of Technology program in Aerospace Engineering was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the program be deemed eligible for continued funding.

Council notes that demand for graduates in the aerospace field is volatile. However, Council believes that there is enough employer demand to support this program's small number of graduates.

Council, having carefully reviewed the documentation regarding the Diploma and the Bachelor of Technology in Aerospace Engineering program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality, and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

16. *Ibid.*, Appendix 11, "Statement of Ryerson Library's Holdings to Support the Aerospace Engineering Program".

Accordingly, Council *recommends to the Minister:*

OCUA 91-22

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND BACHELOR OF TECHNOLOGY DEGREE PROGRAM IN AEROSPACE ENGINEERING AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and Bachelor of Technology (Aerospace Engineering) degree program at Ryerson Polytechnical Institute continue to be deemed eligible for counting for funding purposes.

2.4

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Diploma and
Bachelor of Applied Arts (BAA)
in
Administration and Information Management Program
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Diploma in Administration Management and the Bachelor of Applied Arts in Administration and Information Management program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a degree-diploma continuum. Its objective is to provide leading undergraduate business education in integrated office systems and information management. Students in this program take a balance of technology and management courses together with business and liberal studies courses. Graduates of this program can be viewed as information specialists who can manage the potential needs and problems of computer technology, as well as implement and apply system technologies.¹

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in June 1990. The PRC consisted of 7 members drawn from business, the computer industry, crown corporations, Ryerson, and the broader academic community.

Application and enrolment data indicates that student demand for this program is strong. The total number of qualified applicants who submitted for Fall 1989/90 program entry was twice the number of places available. While overall student numbers in the program have declined from 510 in 1985 to 438 in 1989, first year in-take numbers have increased dramatically from 41 students in 1985 to 147 students in 1989. This marked increase is largely due to a revised curriculum that was introduced in the Fall of 1989/90. Ryerson believes that the expanded interest in this new program will eventually bring total enrolment level for the Administration and Information Management program to approximately 550 students by 1993-94.²

There are no graduates of the revised program in which employment opportunities can be evaluated; however Ryerson asserts that graduates between 1988 and 1990 of the previously called Office and Administrative Studies program, were exposed to much of the newly developed curriculum, and therefore should be a good indicator of employment potential for Administration and Information Management graduates. A recent survey revealed that these graduates found employment in a wide variety of positions. Some of these include: programmer analyst, administrator, human resources consultant, information

1. Ryerson Polytechnical Institute, 1989-90 Calendar, p. 39.

2. Ryerson Polytechnical Institute, Program Review Process, Administration and Information Management Program, Societal Need Element, "Enrolment Plan", July 1990.

specialist, systems administrator, and personnel assistant.

Most companies surveyed that hired such graduates indicated that it was difficult for them to project their needs for Administration and Information Management graduates in the future. However, the PRC believes that the need in business for generalists with specialized technological knowledge is strong.³ In their view, graduates of this program fill a portion of that need.

This program is also argued to be unique to Canada. Neither the college sector nor the other Ontario universities provide this particular blend of technology management and liberal studies. The PRC notes that this program is not an undergraduate business or commerce program. Accordingly, it is Ryerson's belief that the Administration and Information Management program holds a unique position in the employment market.⁴

Furthermore, the PRC felt that given the technology focus of the program and the rapid changes occurring in such fields as computer technology and telecommunications, it was particularly important that the curriculum and training of faculty be at par with technological skills and knowledge in the current job market.

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. It meets a societal need for technological and administrative expertise.

The PRC unanimously concludes that the Diploma and Bachelor of Applied Arts in Administration and Information Management program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant.

2. Assurance of Academic Quality

A review of the Academic quality of the program was conducted by Ryerson's Academic Council.

The four year degree program consists of compulsory and elective professional courses in technology and management, professionally-related courses and liberal studies courses. Professional courses include information technology, systems analysis and design, managing integrated systems as well as courses in the role of information in enterprise and management concepts. The basic concepts are emphasized in the first year and are explored in more depth in the second year. In the third and fourth years, the emphasis is on application and integration of the concepts taught in the first two years of the program. Students who have successfully completed the first three years of the program can elect to conclude their studies and graduate with a diploma.

Faculty and staff are sufficient to support the program. Many faculty work as consultants and publish extensively. Part-time staff from the industry help to maintain currency of the program.

Students have access to computer facilities within the department and to Ryerson's central computing facilities. It has been noted by Academic Computing, Ryerson Computing and Communications Services in a recent report that future increases in the level of computer-related components of the courses offered within the program will put a strain on the resources available.⁵

3. Ibid., "AIM Program Review Minutes", June 28, 1990.

4. Ibid., "Comparison With Other Programs", July 1990.

5. Ryerson Polytechnical Institute, Program Review Process, Administration and Information Management Program, Academic Quality Element., Section 6.3, "Administration and Information Management Program Review Report: Evaluation of Ryerson Computing and Communications Services", July 1990.

A report from the Economics and Administrative Studies Librarian states that the library's collection in support of the Administration and Information Management program is in general adequate. However, it was noted that some of the computer periodicals are too technical for the purposes of the program, that the book collection should be updated and that the audiovisual collection needs improvement in both quantity and currency.⁶

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Diploma and Bachelor of Applied Arts (Administration and Information Management) Program in November 1990. The Academic Council approved the continuation of the program on academic grounds on December 4, 1990.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Diploma and Bachelor of Applied Arts (Administration and Information Management) Program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Diploma and Bachelor Applied Art in Administration and Information Management program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Diploma and Bachelor of Applied Arts in Information Management program be deemed eligible for continued funding.

Council concurs with the PRC's recognition of the need for technological currency in the curriculum in order to maintain the employer demand for graduates.

Council, having carefully reviewed the documentation regarding the Diploma and Bachelor of Applied Arts in Administration and Information Management program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality, and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 91-23

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND BACHELOR OF APPLIED ARTS DEGREE PROGRAM IN ADMINISTRATION AND INFORMATION MANAGEMENT AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and Bachelor of Applied Arts (Administration and Information Management) degree program continue to be deemed eligible for counting for funding purposes.

6. *Ibid.*, Section 6.2, "Statement of Ryerson Library's Holdings to Support the Administration and Information Management Program", April 1990.

2.5

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Diploma and
Bachelor of Applied Arts (BAA)
in
Hospitality and Tourism
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Diploma in Hospitality and Tourism and the Bachelor of Applied Arts in Hospitality and Tourism program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a diploma-degree continuum. It aims to provide students with a practical understanding of the particular skills required in the hospitality industry, while familiarizing them with the many areas of management responsibility in this field.¹ In addition, business and liberal arts subjects are studied to assist students in becoming well-educated, effective members of the business community. To accomplish these goals the curriculum includes core professional studies as well as courses in the areas of finance, communications, law, human resources, and computer science.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in May 1989. The PRC consisted of 8 members drawn from restaurant and hotel businesses, industry, related associations, organized labour, Ryerson, and the broader academic community.

Student demand for this program exceeds the number of spaces available. In fact, 1988 statistics indicate that for every place available, approximately two qualified students apply. Enrolment levels since 1981 have increased steadily. Between 1981 and 1988 the total enrolment level has grown from 509 students to 584 students. First year in-take levels have also increased from 183 students in 1981 to 190 students in 1988. Every year approximately 80 students graduate with a BAA in Hospitality and Tourism from Ryerson.

There has been a definite shift in student preference toward the four-year degree program from the three-year diploma certificate. In 1981 over half of the students enrolled in the program graduated with their three-year diploma whereas only 5 out of 100 graduating students left the program after third year in 1988.

Graduates of this program are employed in every facet of the hospitality and tourism industries. They hold positions as general managers or management trainees in hotels, restaurants, and institutional operations. They are also employed as senior instructors, supervisors, and administrators in educational institutions where hotel and food courses are offered.

An alumni survey indicates that 33% of all graduates surveyed were employed in accommodation related services, 23% in food and beverage related services, 7% in business

1. Ryerson Polytechnical Institute, 1989-90 Calendar, p. 180.

related services, 7% in travel and transportation supply and services, 5% in finance and industrial services, and 4% in communication and related services.² The survey data also indicate that since 1980 graduates are shifting away from employment in the food and beverage sector and moving more toward employment in accommodation related positions.

Employment projections suggest a significant growth in occupations related to the hospitality and tourism sectors. Between 1988 and 1992 a 14% growth rate in such positions have been projected for Canada.³ Ministry of Employment and Immigration data also indicate that the number of available jobs in this sector will grow at an accelerating rate with no sign of slow down in demand for workers in the industry over the next several years.

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. Also the program meets a societal need for service and commercial expertise in Ontario.

The PRC unanimously concludes that the Diploma and the Bachelor Applied Arts in Hospitality and Tourism Management program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant.

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

During the first three years of the four-year degree program, students are exposed to a broad foundation of professional knowledge and practical experience. Lectures, case studies and seminars, practical activities in labs and individual and group projects are integral parts of the program. In the fourth year, study is concentrated within a specific area of the students' choice. Students are also required to accumulate 1,560 hours (3 summers) of related work experience before graduation.

Beginning in 1987, the admission requirements were increased to a minimum of 6 Grade XIII/OAC credits. This change was made in order to ensure that students were better prepared for the rigours of the program.⁴

Fourteen regular and several sessional faculty are sufficient to support the existing degree program. Program currency is maintained through the use of the industry-based sessional instructors.

Students have a variety of special equipment facilities available to them, including an introductory food preparation lab and an international dining room. Additionally, a front office training lab and a restaurant management lab are available, and are unique to the department. Ryerson's central computer facilities are available to the students of the program for their word processing and statistics computing requirements. It has been noted by Academic Computing, Ryerson Computing and Communications Services and the School of Hospitality and Tourism Management in a recent report that future increases in the level of computer-related components of the courses offered within the program will put a strain on the available resources and will require some upgrade of software. It has also been noted that

2. Ryerson Polytechnical Institute, Program Review Process, Societal Need Element, Hospitality and Tourism Management, Vol. 1, "Table 7.1".

3. *Ibid.*, "Table 7.11".

4. Ryerson Polytechnical Institute, Program Review Process, Hospitality and Tourism Management Program, Academic Quality Element, Point 2.1.0.

the program will require Apple and IBM equipment for design and graphics purposes.⁵

A report prepared by the Economics and Administrative Studies Librarian of the library's holdings in support of the Hospitality and Tourism Management Program indicates that the library's collection in general is adequate. The report notes that the book and audiovisual collections should be updated and that the hospitality section of the periodicals collection has been affected by vandalism.⁶

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Diploma and Bachelor of Applied Arts Program in Hospitality and Tourism Management in May 1990. The Academic Council approved the continuation of the program on academic grounds on May 1, 1990.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Applied Arts in Hospitality and Tourism Management program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991 the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Diploma and Bachelor Applied Arts in Hospitality and Tourism Management program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Diploma and Bachelor of Applied Arts in Hospitality and Tourism Management program be deemed eligible for continued funding.

Council notes the importance of current computer technology in enhancing the academic quality of the program. Council anticipates that this will become increasingly significant in coming years.

Council, having carefully reviewed the documentation regarding the Diploma and Bachelor Applied Arts in Hospitality and Tourism Management program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality, and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

5. *Ibid.*, Appendix G, "School of Hospitality and Tourism Management, Evaluation of Ryerson Computing and Communications Services", prepared by Academic Computing, Ryerson Computing and Communications Services and the School of Hospitality and Tourism Management, December 1989, pp. 14 - 15.

6. *Ibid.*, Appendix F: "Statement of the Library's Holdings to Support the Hospitality and Tourism Management Programme at Ryerson with an Assessment of the Adequacy of the Collection Relating to the School's Objectives and Curriculum", Summary Statement of Adequacy of Library's Holdings to Support the Hospitality and Tourism Management Programme.

Accordingly, Council *recommends to the Minister:*

OCUA 91-24

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND BACHELOR OF APPLIED ARTS DEGREE PROGRAM IN HOSPITALITY AND TOURISM MANAGEMENT AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and Bachelor of Applied Arts (Hospitality and Tourism Management) degree program continue to be deemed eligible for counting for funding purposes.

2.6

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Diploma and
Bachelor of Technology (BTech)
in
Civil Engineering
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Diploma program in Civil Engineering and the Bachelor of Technology program in Civil Engineering program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a degree-diploma continuum. It prepares students for positions in the civil engineering field which because of the broad range in subjects, gives them the basic requirements to enter the environmental, structural, transportation, inspection and testing fields.¹ Graduates from this program are employed by construction companies, consulting engineers, inspection and testing companies, municipalities, and utility corporations.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in January 1990. The PRC consisted of 7 members drawn from business, industry, crown corporations, Ryerson, and the broader academic community.

Student demand for this program is steady. In 1990, there were approximately two qualified applicants for each student admitted into the program. Full-time enrolment levels between 1984 and 1988 have averaged 67 students per year in year one and 211 students in all years.² Between 1985 and 1988 there has been a declining enrolment trend in Ryerson's civil engineering program. This trend has been reflected in many other engineering programs across the country and in part is due to a declining student interest in the engineering sciences.³

Growth in enrolment is anticipated in the next five years. Most recent data indicate that the first-year in-take level has increased substantially from 65 students in 1989 to 84 students in 1990. Ryerson has projected that by 1993-94, a total steady-state enrolment level of 235

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1. Ryerson Polytechnical Institute, 1989-90 Calendar, p. 116.
 2. Ryerson Polytechnical Institute, Program Review Process, Societal Need Element, Civil Engineering, "Enrolment & FFTE's Estimates", January 1991.
 3. Ryerson Polytechnical Institute, Program Review Process, Academic Quality Element, Civil Engineering, "Full-time University Enrolment in Engineering by level of study".

students will be reached in the civil engineering program.⁴

An employment survey indicated that the majority of 1989 civil engineering graduates found positions as junior or graduate engineers or otherwise equivalent to engineers-in-training. Over half of these graduates had found employment before graduation. The disciplines of concentration chosen by graduates were diverse including: structural, municipal/environmental, transportation, construction, project management, and others. The majority of these position were with consulting firms (59%). More generally, the recent career choices made by students indicate a high level of interest in the consulting area. To a lesser degree, some 1989 civil engineering graduates accepted jobs with construction companies (12%), and government bodies (7%).⁵

The data and information reviewed by the PRC led the members to conclude that demand for Civil Engineers in the future will greatly exceed the supply. It is their view that "the future is bright for graduates with structural, municipal and environmental backgrounds."⁶ It was also noted by the PRC that engineering graduates are very employable outside their specific discipline area.

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. In fact, fifty-three percent of the employer survey respondents indicated that they hired Ryerson civil engineering graduates "on the basis of a good mix of practical and theoretical background".⁷

The PRC unanimously concludes that the Diploma and Bachelor of Technology in Civil Engineering program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant. The Committee did suggest that a promotion of the environmental aspects in the program could assist in attracting a greater number of applicants.

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

The report of the Academic Council notes that the program's objectives are as follows:

- to provide an accredited, career-oriented academic program to undergraduate students who in turn will provide a useful service as professionals in civil engineering;
- to provide students with relevant up-to-date core courses by interaction with professional faculty involved in research, consulting activities and close ties to industry;
- to provide graduates with a sufficiently broad background in the humanities and social sciences to make them aware of their responsibilities to society and to their peers;

4. Ryerson Polytechnical Institute, Program Review Process, Societal Need Element, Civil Engineering, "Enrolment and FTE's Estimates".

5. Ibid., pp. 36-39.

6. Ibid., "Minutes of the Program Review Committee", p. 3.

7. Ibid., p. 35.

- to provide graduates with an ability and motivation to continue to learn and to be flexible enough to cope with new technologies and with change in employment opportunities.⁸

The curriculum is designed to meet Canadian Engineering Accreditation Board (CEAB) accreditation requirements. A foundation in civil engineering in the structural, environmental, transportation and geotechnical areas is obtained in professional courses. Professionally-related courses include mathematics, sciences, computer programming, fluid mechanics, communications and engineering economics. Liberal studies courses are drawn from a wide range of subjects. Students are also required to write a thesis in their fourth year of study.

The desire of most students to achieve formal engineering certification through the examination program of the Association of Professional Engineers of Ontario (APEO) has led to modifications to the curriculum which would help students reduce the number of APEO examinations students are required to write following graduation. The APEO assessed the program in December 1989 and determined that graduates of the program will be required to write six examinations in order to hold professional licensure.

Lab space is adequate for the requirements of the core courses.⁹ The computer and graphics labs are reported to be excellent. Other facilities include a highway materials lab, a soils lab, a structural lab and a civil design lab. Students also have access to facilities at the Centre for Advanced Technology Education (CATE).

A report from the Science and Technology Librarian states that the library's collection in support of the civil engineering program is adequate in general. In particular, it states that the book collection is heavily used and that funds should be earmarked for updated editions of books. The audiovisual collection is small and dated.¹⁰

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Diploma and Bachelor of Technology (Civil Engineering) Program in September 1990. The Academic Council approved the continuation of the program on academic grounds on October 6, 1990.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Technology (Civil Engineering) Program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Diploma and Bachelor of Technology in Civil Engineering program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and

8. Ryerson Polytechnical Institute, Program Review Process, Civil Engineering Program, Academic Quality Element, December 1990, pp. 14 - 15.

9. Ibid., p. 24.

10. Ibid., Appendix D, "Statement of Ryerson Library's Holdings to Support the Civil Engineering Program", December 1990.

financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Diploma and Bachelor of Technology in Civil Engineering program be deemed eligible for continued funding.

Council notes the program's declining student demand for program entry in the 1980's and the growth in enrolment projected for the future. Council believes that the level of enrolment demand for this program will be important in the next program review cycle.

Council, having carefully reviewed the documentation regarding the Diploma and Bachelor of Technology in Civil Engineering program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 91-25

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND BACHELOR OF TECHNOLOGY DEGREE PROGRAM IN CIVIL ENGINEERING AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and Bachelor of Technology (Civil Engineering) degree program continue to be deemed eligible for counting for funding purposes.

2.7

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Diploma and
Bachelor of Technology (BTech)
in
Survey Engineering
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Diploma in Survey Engineering and the Bachelor of Technology in Survey Engineering program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a diploma-degree continuum. It is designed to provide students with a broad base in the theory and technology of survey and mapping. Through the integration of lecture and laboratory courses in mathematics, computer science, physics, and liberal studies, the students learn theory and practice of surveying and mapping.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in April 1989. The PRC consisted of 7 members drawn from business, industry, organized labour, Ryerson, and a relevant association.

Student demand for this program is not strong. Between 1985 and 1986 the number of qualified and interested applicants to places available was less than one thus making available positions unfilled. The years 1988 and 1989 have shown an increase in the number of applicants; however the number of applicants in these years is slightly above one per available place. Between 1988 and 1990 there was an average of 19 students enrolled in the first-year of the program and a total in all years of 53 students in the program. In 1990, 10 students graduated from the program.

Although enrolments in survey engineering are low, it was recognized by the PRC that the market demand for graduates is high. Ryerson graduates are able to secure positions in their chosen fields usually immediately upon graduation. In many cases the industry is not able to fill the positions available. A representative of the Ministry of Consumer and Commercial Relations has indicated that in the last two years the Ministry has been unable to fill six surveying positions.¹

A 1990 employer survey indicated that fifty-three percent of the respondents felt that the demand for Ryerson survey engineering graduates would be even greater in the future. Only 11 percent felt that the demand would be less than it currently is.²

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. In fact, forty-seven percent of the respondents in the 1990 Employer Survey felt that the strength of the Ryerson program lay

1. Ibid., "Program Review Committee Minutes", October 26, 1990.

2. Ibid., "Employer Survey", pp. 36-39.

in the curriculum's "good mix of practical and theoretical".³ The PRC unanimously concludes that the Diploma and Bachelor of Technology program in survey engineering program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant. The Committee had four additional recommendations for the future development of the program:

- 1) the goal of engineering accreditation should be pursued;
- 2) changes in the program must not diminish the strength of the graduate in the areas of practical skills: the education provided must continue to emphasize the practical and the immediately useful, the application of theory to practice;
- 3) the department should explore the requirements for full membership in the AOLS in the broader areas of photogrammetry, geodesy, cartography and hydrographics;
- 4) marketing strategies should be developed to attract more students into the program. At least 20 graduates per year could be easily supported by the current and projected demands.⁴

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council. The program has recently undergone major structural changes in an effort to render it more cost effective.

The objectives of the program are two-fold:

- to provide the student with problem solving techniques in survey engineering utilizing structured and unstructured experiential and design/synthesis laboratory work;
- to provide the student with the most up to date survey program possible by continuous professional faculty development. Faculty development is achieved in part through scientific engineering research, applied research, consulting activities, R & D contracts, sabbaticals, and by conferences and course attendance sponsored by the professions and learned societies.⁵

Historically, the curriculum of the program has been influenced largely by the Association of Ontario Land Surveyors (AOLS) requirements. The PRC notes that the curriculum has now been altered to satisfy engineering accreditation criteria. The curriculum consists of 63.5% professional, 24.0% professionally-related, and 12.5% liberal studies

3. Ibid., p. 39.

4. Ibid., p. 39.

5. Ryerson Polytechnical Institute, Program Review Process, Survey Engineering Program, Academic Quality Element, January 1991, pp. 14 - 15.

courses.⁶ The professional courses are those which relate directly to survey engineering. Professionally-related courses consist of mathematics, sciences, computer-programming, geology, communications and environmental engineering. Liberal studies courses can be chosen from a wide variety of disciplines. Additionally, one year of work in the field is required before graduation. Future planned changes to the curriculum are intended to enhance the program's chances of being accredited by the Canadian Engineering Accreditation Board (CEAB).

Undergraduates are eligible to become student members of the Canadian Institute of Surveying and Mapping (CISM). Ryerson is a supporting member of CISM. Many graduates of the survey engineering program are members of the American Society of Photogrammetry. Graduates interested in this specialization must apply for membership.

The Department has the equipment necessary for a modern survey program. Facilities include a highway materials lab, a soil lab, and a concrete lab. The Association of Ontario Land Surveyors is planning to broaden its membership to include four areas in which Ryerson is particularly strong: hydrographics, cartography, geodesy, and photogrammetry. This may open up less restrictive avenues for professional licensure.⁷ The computer lab and the graphics lab are reported to be excellent.⁸

A statement from the Sciences and Technology Librarian indicates that library's holdings available to support the survey engineering program are, in general, adequate. The audiovisual collection is small and dated, but periodical and reference collections are relatively adequate.⁹

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Diploma and Bachelor of Technology in the Survey Engineering Program in January 1991. The Academic Council approved the continuation of the program on academic grounds on January 8, 1991.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Technology Program in Survey Engineering. Several mechanisms to reduce costs to make the program financially viable have been implemented. These include combining sections with other programs, offering certain courses in alternate years, reducing program hours, and removing thesis and survey camps from the credit hours.¹⁰ After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991, at which it formally attested to the financial viability of the program.

6. Ibid., p. 20.

7. The program currently gives graduates 14.5 of the 20 credits required for admission in the AOLS.

8. Ryerson Polytechnical Institute, Program Review Process. Survey Engineering Program, Academic Quality Element, January 1991, p. 27.

9. Statement of Ryerson Library's Holdings to Support the Civil (Survey) Engineering Programme, prepared by Daniel Phelan, Science and Technology Librarian, December 1990.

10. Summary of the PRC Meeting of October 26, 1990.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Diploma and Bachelor Technology in Survey Engineering program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Diploma and Bachelor of Technology in Survey Engineering program be deemed eligible for continued funding.

Council notes the low student demand for entry into this program. Given the strong societal need for graduates, Council encourages Ryerson to pursue efforts which might assist in attracting a larger number of applicants.

Council, having carefully reviewed the documentation regarding the Diploma and Bachelor of Technology in Survey Engineering program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 91-26

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND BACHELOR OF TECHNOLOGY DEGREE PROGRAM IN SURVEY ENGINEERING AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and Bachelor of Technology (Survey Engineering) degree program continue to be deemed eligible for counting for funding purposes.

2.8

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Bachelor of Applied Arts (BAA)
in
Applied Geography
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Bachelor of Applied Arts in Applied Geography program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding. The program's broadly stated goal is:

...to instill in students a thorough working understanding of those aspects of the discipline which have career applicability and to engender among its graduates the qualities of the working professional.¹

As designed, the program attempts to graduate students whose view of geography extends beyond its traditional status as a "pure" academic discipline to that of a practical, professionally-oriented intellectual endeavour.² The program's curriculum consists of four components: compulsory core geography courses, compulsory related technique courses, professionally related electives, and liberal studies electives. An integral part of the curriculum is the internship which consists of a minimum of 350 hours of approved practical experience. This hands-on experience provides senior students with occupational experience directly related to their area of specialization.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in the summer of 1990. The PRC consisted of 8 members drawn from business, industry, municipal government, Ryerson, and the broader academic community.

Data contained in the PRC report indicated that student demand for the program is strong. In fact, in 1989, there were approximately 2 qualified applicants for every student admitted into the program. Annual enrolment has grown slightly since 1983 when there were 56 students enrolled in year one. 1990 data revealed an intake of 60 students. There has been an average enrolment of 185 students over the seven year period 1983 to 1989.³ Each year approximately 40 students graduate from the applied geography program.

1 Ryerson Polytechnical Institute, Program Review Process, Applied Geography Program, Societal Need Element, October 1990.

2 Ryerson Polytechnical Institute, 1989-90 Calendar, p. 167.

3 Ryerson Polytechnical Institute, Program Review Process, Applied Geography Program, Societal Need Element, "November Enrolments: Past and Projected".

A survey of 27 companies revealed the nature of the demand for graduates of the program. Seventy-four percent of the responding companies indicated that their demand for graduates was either "strong" or "moderate". Potential employers noted that their companies were most commonly engaged in: retailing (37%), land development (44%), and consulting (30%).⁴

Alumni data indicated that of the four areas of specialization, fifty-eight percent of the graduates hired were individuals with expertise in location analysis and twenty-one percent were individuals with a specialization in the urban studies area. Surveyed employers also indicated that Ryerson graduates were placed in positions with the following foci: data collection and analysis (19%), research (18%), report-writing (16%), field investigation (13%), and middle management (13%).⁵

Letters submitted by employers indicated a belief that demand in the future for graduates will be strong and expanding:

...there is now an undoubted societal need for the knowledge, skills and talents of graduates from the Ryerson Applied Geography program. Moreover, this societal need is growing rapidly,...Graduates with the mix of integrative and technical capabilities are, and will be, in tremendous demand in both the government and private sectors.⁶

The future need for the Applied Geography program will be heightened by the competitive nature of the retail environment. The "seat of the pants", "gut feel" approach to location analysis is a way of the past. Retailers are increasingly forced to make timely, accurate decisions to secure their strategic positioning. As a result, geographic information systems will assume a greater role in the retail industry.⁷

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful, and meets a societal need for technical and professional expertise.

The PRC unanimously concludes that the Bachelor of Applied Arts in Applied Geography program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant. The Committee indicated three additional recommendations:

That the School of Applied Geography undertake to extend its student recruitment area beyond Metropolitan Toronto to a greater extent than at present.

That the School of Applied Geography ensure that all graduates have adequate exposure to critical aspects of environmental analysis.

4. Ibid., "Employer Survey".

5. Ibid., "Employer Survey".

6. Letter from James D. McCaig, Director, NAWMP, Canadian Wildlife Service, Environment Canada to Dr. Ingrid Bryan, Dean, Faculty of Arts, Ryerson Polytechnical Institute, October 29, 1990.

7. Letter from Myrlene Broken, Director, Location Research, Miracle Foodmart to Dr. Ingrid Bryan, Dean, Ryerson Polytechnical Institute, October 26, 1990.

That GEO 080 (Research Paper) be maintained as a compulsory integrative course for all graduates students.⁸

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council. The program is in the process of undergoing structural change in an attempt to: update or stream-line core courses, ease concerns over student workload, and improve availability of suitable professionally-related courses.

The program is four years in length. During the first two years, the four main streams, namely vocational, environmental, urban and recreational studies, are stressed and research techniques are introduced. In the third year, the emphasis shifts to independent study and individual projects, and students choose one or more areas in which to specialize. There is a compulsory internship which consists of one semester of work in "the field", which is usually completed between the third and fourth years. In the fourth year, a compulsory research paper must be written.

The School is also the home of The Operational Geographer, which is the applied journal of the Canadian Association of Geographers.

Computer facilities are available to the students in the Applied Geography program within the department. Students also have access to the Institute terminals and microcomputer lab facilities, as well as facilities at the Centre for Advanced Technology Education (CATE).

An important element of the program is the area of Geographic Information Systems (GIS).

GIS represents the combination of a data base management system with geographical analysis tools and digital mapping, enabling the data analyst to answer queries and generate reports which would otherwise be unmanageable.⁹

The School has developed a national, and an international, reputation in education within this area of applied geography.

A report of the library's holdings relating to the School of Applied Geography, states that, in general, there is adequate library support for the program. The book collection is of good quality. In particular, the areas of retail and marketing geography, environmental, urban and "philosophy of geography" are strong. Periodical collection holdings are reported to be limited currently in the area of GIS. The audiovisual collection is deemed to be the weakest area of support. Three special collections are available to the students in the applied geography program, the most important being the map collection and the urban planning room collection.¹⁰

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Bachelor of Applied Arts Program in Applied Geography in January 1991. The Academic Council approved the continuation of the program on academic grounds on January 8, 1991.

8. Ibid., "Program Review Committee, Applied Geography Minutes", October 19, 1990.

9. Ryerson Polytechnical Institute, Program Review Process, Applied Geography Program, Academic Quality Element., October 1990, p. 15.

10. Ryerson Library Holdings Supporting the School of Applied Geography, prepared by Richard Malinski, Chief Librarian and Joan Parsons, Librarian, Geography, Planning and Design, November 1, 1990.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Applied Geography program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Bachelor Applied Arts in Applied Geography program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Bachelor of Applied Arts in Applied Geography program be deemed eligible for continued funding.

Council notes the strong employer demand for graduates of this program now and anticipated in the future as well as the impressive reputation of the program's Geographic Information System(GIS).

Council, having carefully reviewed the documentation regarding the Bachelor of Applied Arts in Applied Geography program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 91-27

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING BACHELOR OF APPLIED ARTS DEGREE PROGRAM IN APPLIED GEOGRAPHY AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Bachelor of Applied Arts (Applied Geography) degree program continue to be deemed eligible for counting for funding purposes.

2.9

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Bachelor of Technology (BTech)
in
Graphic Communications Management
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Bachelor of Technology in Graphic Communications Management program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This four year degree program has been in existence since 1975. The objective of the program, broadly stated, is to:

graduate individuals who will become effective professionals in the printing industries and who will have a foundation upon which they may develop themselves as managers.¹

Accordingly, much of the emphasis in the program is placed on business and management courses. A significant portion of the curriculum is dedicated to developing the student's technological knowledge. Through course work in graphic arts laboratories, students gain practical skills and knowledge of the industry as well as making themselves more flexible in terms of career development.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in January 1990. The PRC consisted of 7 members drawn from business, the printing industry, government, Ryerson, organized labour, and the broader academic community.

The data contained in the PRC report indicated that student demand for the program is high. In fact, in 1989, there were almost two qualified applicants for every position available in the program. The number of applicants has increased since 1987 and is expected to increase at an accelerating rate as a growing awareness of the Canadian print industry occurs.² Annual enrolment has grown steadily since 1982. Between 1982 and 1989 the average first-year in-take level was 56 students whereas the average total number of students enrolled in the program between these years was 154 students.³ Each year about 30 students graduate from the program.

1. Ryerson Polytechnical Institute, 1989-90 Calendar, p. 174.

2. Ryerson Polytechnical Institute, Program Review Process, Graphic Communications Management Program, Societal Need Element, p. 4.

3. Ibid., p. 40.

The PRC found that employment opportunities for graduates were excellent now and expected to be into the future. Ryerson claims that the ratio of jobs to graduates exceeds four according to the most recent graduate data. Ryerson also stated that shortages of competent people at all levels of the industry exist and will continue to exist because of inadequate technical education in Canada.⁴ The average starting salary for graduates of the program in 1989 was approximately \$27,000 per annum.

All 1989 graduates of the graphic communications management program were successful in gaining employment in the printing industries or allied fields such as suppliers to the printing industries or buyers of printing material. Positions accepted by students upon graduation ranged over a variety of areas. Thirty-one percent of the positions graduates accepted in 1989 were in production control & scheduling, nineteen percent were in cost estimating, sixteen percent were in cost estimating & production combined, sixteen percent were in sales, and nine percent were positions as managers.⁵

An alumni survey revealed that approximately 36% of the graduates from all past years of the graphic and communications management program have been successful in attaining managerial positions or positions of responsibility requiring advanced technical expertise such as cost estimating or marketing or sales.⁶ The most frequently held positions by graduates of the program include: managers (27%), owners and executives (24%), marketing and sales (20%).

A 1989 employer survey revealed that graphic communications management graduates were viewed as best suited for positions in manufacturing (81%) and marketing (65%). Also sixty percent of the responding employers felt that demand for these graduates in the future would be "very strong".⁷

The PRC also noted that the School of Graphic Communications Management at Ryerson is the only program in Canada leading to a degree in graphic communications management. Moreover, "there are no other degree programs in Canada specifically designed to prepare graduates for careers in the printing industry".⁸

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful, and meets a societal need for managerial and technical expertise in the printing industry.

The PRC unanimously concludes that the Bachelor of Technology in Graphic Communications Management program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant.

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

The curriculum consists of courses in science and technology (38.1%), business (49.2%) and liberal studies (12.7%). Emphasis is placed on practical learning. Twenty-six percent of the program content is laboratory taught and the lecture component also consists

4. Ibid., p. 9.

5. Ibid., p. 26.

6. Ibid., p. 27.

7. Ibid., p. 35.

8. Ibid., p. 36.

of some practical activity. Student-led seminars given on campus by executives, managers, and technical specialists from the printing industry are also integral parts of the program. For graduation, students are required to serve an internship consisting of 4 months work in the "the field". In the fourth year, students must prepare a prospectus for a new business in the printing industry.

The School has membership in a number of professional associations, including the Canadian Printing Industries Association and the Canadian Pre-Press Association. It also has membership with seven American associations and one British association.

Faculty and staff resources are sufficient to support the existing degree program. Four full-time faculty are supplemented by twelve part-time staff, who teach in the area of their expertise.

Students have access to a typographical composition lab, a photomechanical lab, a printing processes lab and a testing lab with the School. With the co-operation of the Chemistry Department, students also have access to other testing machines and instruments. It has been noted that half of the existing machinery is obsolete but serves adequately to teach the basic technology. The shortfall of technology is partially compensated by class trips to industry and student assignments related to machinery.⁹

A statement from the Acting Director of the Learning Resource Centre and the Librarian of Geography, Planning and Design indicates that in general the library's collection to support the School of Graphic Communications Management is adequate. In particular, the periodical collection is strong and the book collection is current.¹⁰

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Bachelor of Applied Arts in Graphics Communication Management Program in September 1990. The Academic Council approved the continuation of the program on academic grounds on October 6, 1990.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Applied Arts in Graphic Communications Management program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Bachelor of Technology in Graphic Communications Management program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Bachelor of Technology in Graphic Communications Management program be deemed eligible for continued funding.

Council notes the specialized nature of the curriculum which gives graduates a degree education unique to Canada. Also noteworthy is the very strong employer demand for

9. Ibid., pp. 42 - 43.

10. Ibid., Section VII, "Summary of the Library's Holdings Relating to the Graphic Communications Management Program".

graduates of this program in Canada's printing industries. Council notes Ryerson's attempts to avoid equipment and machinery obsolescence as well as efforts to compensate for equipment deficiencies by way of industry exposure.

Council, having carefully reviewed the documentation regarding the Bachelor of Technology in Graphic Communications Management program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 91-28

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND BACHELOR OF TECHNOLOGY DEGREE PROGRAM IN GRAPHIC COMMUNICATIONS MANAGEMENT AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSE

THAT enrolment in the Bachelor of Technology (Graphic Communications Management) degree program continue to be deemed eligible for counting for funding purposes.

2.10

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Bachelor of Applied Arts
in
Food, Nutrition, Consumer, and Family Studies (BAA)
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Bachelor of Applied Arts in Food, Nutrition, Consumer, and Family Studies program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This degree program includes four years of study. Its broadly stated goal is to: "provide society with competent professionals in the areas of dietetics, education, consumer affairs, family studies and food science."¹ To accomplish this goal, Ryerson has designed a program curriculum which will enable a graduate to serve the needs of individuals, families and households within changing social structures. As a multi-disciplinary program, the course content includes: professional, professionally-related, and liberal studies courses. Graduates are most likely to be employed as teachers or health care professionals, however, many are employed by a variety of companies in the food industry.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in September 1989. The PRC consisted of 7 members drawn from business, industry, hospitals, public school boards, related associations, Ryerson and the broader academic community.

Data contained in the PRC report indicated that student demand for the program is strong. In fact, 1988 statistics indicate that approximately 2 qualified applicants apply for every available position in the program. Annual enrolment has declined from 96 year one students in 1984 to 69 year one students in 1990.² There has been an average enrolment of 333 students in the program over the period from 1984 to 1988. However, total enrolment has only declined slightly from 352 in 1984 to 345 in 1988. Each year approximately 80 students graduate from the program.³

An employer survey of 17 companies revealed that over fifty percent of the employers surveyed felt that future need for graduates of the program would be strong.⁴ Potential

1. Ryerson Polytechnical Institute, Program Review Process, Food, Nutrition, Consumer, and Family Studies, Societal Need Element, p. 3.

2. Ibid., p. 47.

3. Ryerson Polytechnical Institute, Program Review Process, Food, Nutrition, Consumer, and Family Studies, Academic Quality Element, "Enrolment Data 1978-92", 6.3.

4. Ryerson Polytechnical Institute, Program Review Process, Food, Nutrition, Consumer and Family Studies, Societal Need Element, p. 57.

employers indicated that the Ryerson graduates hired in the past were placed in the following areas of specialization: nutrition & dietetics (56%), consumer affairs (24%), and food science (20%).

There are a broad range of positions available to graduates. Some of these include: Dietician, Consumer Services Officer, Educational Consultant, Food Service Manager, Home Economist, and Public Health Nutritionist. Alumni data revealed that the most frequently held positions by graduates are in elementary and secondary education (20%), hospitals (14%), educational service industries (13%), food industries (3%), and food services (3%).⁵

The PRC notes that Ryerson's Toronto location gives the Food, Nutrition, Consumer, and Family Studies Program a unique and important position.⁶ Ryerson states that the program is an attractive program for students interested in the field of study, living in the Greater Toronto Area, who want to upgrade their education or change careers. Also, professional associations rely on Ryerson's Food, Nutrition, Consumer, and Family Studies program to offer specific continuing education courses. For example, future mandatory continuing education for dietitians in Ontario is expected to expand this market for Ryerson.

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. In fact, the majority of employer survey respondents stated that they hired Ryerson graduates largely for their "good mix between academic and practical".⁷

The PRC unanimously concludes that the Bachelor of Applied Arts in Food, Nutrition, Consumer, and Family Studies program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant.

The Committee indicated that it believed an effort should be made to integrate professionalism and social critique in its curriculum as well as the multidisciplinary aspect of the program. Furthermore, the PRC agreed that the future development of the School of Food, Nutrition, Consumer and Family Studies program must address the areas of gerontology, multiculturalism, advocacy, health promotion, education, bilingualism and community support services.⁸

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

The goals of the School of Nutrition, Consumer and Family Studies (NCFS) are

5. Ibid., p. 52.

6. University of Guelph offers:

- a Bachelor of Applied Science in Arts in Applied Human Nutrition, Consumer and Child Studies, and Family Studies;
- a Honours Bachelor of Applied Science in Family Studies (CO-OP), Food Product Development (CO-OP);
- a Bachelor of Science in Food Science and Nutritional Sciences;
- a Honours Bachelor of Science in Food Product Development;
- a Honours Bachelor of Commerce in Hotel and Food Administration

Brescia College--University of Western Ontario offers:

- a Bachelor of Science and an Honours Bachelor of Science in Home Economics.

7. Ibid., p. 57.

8. Ibid., p. 8.

fivefold:

- to provide graduates who will practice in the professions of dietetics/nutrition, home economics, consumer affairs, food science, food service management, education and related fields;
- to provide education in scientific, organizational and human skills in a contest of values respecting human dignity;
- to develop in students, a life-long commitment to learning and professionalism;
- to continue the knowledge base of the field (both supporting disciplines, and integrated, contextual and applied areas of research and practice) through teaching, research and innovation;
- to carry out the educational, research, service and operational activities of the School, in keeping with its mission.⁹

In the first year of the program, the curriculum provides a general foundation in the professional subject areas. In the second year, students are encouraged to specialize through electives in such areas as Business, Consumer Affairs and Food Service Administration, Community Health and Education (Family Studies) and Nutrition and Food Science. In the third and fourth years, the number of required courses is reduced. The choice of professional electives increases, so that students have freedom to choose a more general curriculum if desired.¹⁰

Graduates of the program can obtain membership with a number of professional associations. For example, membership in the Canadian Dietetic Association can be obtained upon completion of the academic requirements as well as completion of an internship or a Master's degree and one year's acceptable experience.¹¹ Students are expected to join at least one association during each year of the program. This fosters an appreciation of their future role as professionals in the area of their specialization.¹² Ryerson attributes much of the program's success to the linkages it has maintained with professional affiliations and the communities it serves.

The program's faculty conduct research. In addition, they are all active members of professional associations, participating either in leading positions or as part of committee work.¹³ It has been noted that there is a need to consolidate the department. Faculty offices

9. Ryerson Polytechnical Institute, Program Review Process, Food, Nutrition, Consumer and Family Studies Program, Academic Quality Element, November 1989, p. 1.1.

10. Ibid., p. 3.1.

11. Ryerson Polytechnical Institute, Calendar 1989-90, p. 163.

12. Ibid., p. 8.

13. Ibid., p. 12.

are dispersed throughout three different buildings.¹⁴

There are several unique facilities within the department. These include two food preparation labs, a meeting and dining room, a textile lab, a communications lab, a sewing lab and a work room used for student and faculty research.¹⁵

A report from the Librarian, Education and Life Sciences and the Acting Director, Learning Resources Centre states that:

... the library continues to provide book, periodical and audiovisual collections that are adequate to the needs of students in the [Food,] Nutrition, Consumer and Family Studies program.¹⁶

However, it was noted that funding will be required to maintain currency and relevance of the library's book and periodical collections in support of the program.

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Bachelor of Applied Arts Program in Food, Nutrition, Consumer and Family Studies in May 1990. The Academic Council approved the continuation of the program on academic grounds on May 1, 1990.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Applied Arts program in Food, Nutrition, Consumer and Family Studies. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Bachelor of Applied Arts in Food, Nutrition, Consumer, and Family Studies program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Bachelor of Food, Nutrition, Consumer, and Family Studies program be deemed eligible for continued funding.

Council notes the program's declining enrolment levels since 1984 and competition from other similar programs. Given the fact that enrolment is an important indicator of student demand, Council notes the significance of enrolment fluctuations for the next PREP cycle.

Council, having carefully reviewed the documentation regarding the Bachelor of Applied Arts in Food, Nutrition, Consumer, and Family Studies program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

14. *Ibid.*, p. 13.

15. *Ibid.*, pp. 13.1 - 13.3.

16. *Ibid.*, "School of Nutrition, Consumer and Family Studies Program Review and Evaluation: Library Component", p. 14.8.

Accordingly, Council *recommends to the Minister:*

OCUA 91-29

*CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING AND
BACHELOR OF APPLIED ARTS DEGREE IN FOOD, NUTRITION,
CONSUMER, AND FAMILY STUDIES DEGREE PROGRAM AT RYERSON
POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES*

THAT enrolment in the Bachelor of Applied Arts (Food, Nutrition, Consumer, and Family Studies) degree program continue to be deemed eligible for counting for funding purposes.

2.11

**Ryerson Polytechnical Institute
Program Review Process Results
for the
Diploma and
Bachelor of Technology (BTech)
in
Chemical Engineering
in accordance with
Advisory Memorandum 84-V**

On January 30, 1991, Ryerson Polytechnical Institute submitted the Diploma in Chemical Engineering and the Bachelor of Technology in Chemical Engineering program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a degree-diploma continuum. It prepares students to be skilled in the development, design, construction, and operations of industrial plants which matter undergoes a change.¹ Some possible occupations include: computer control engineers, design engineer, economic evaluation, electrochemist, food technology engineer, industrial chemist, industrial hygienist, process engineer, and production manager. Typical industries that offer such positions include such chemical areas as: pulp and paper, food, government testing laboratories, pharmaceutical, and polymer industries. The program offers a co-operative education option for full-time second and third year students.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in December 1989. The PRC consisted of 8 members drawn from business, industry, Ryerson, and the broader academic community.

Student demand for this program is not strong. In fact, between 1985 and 1989, the number of qualified applicants applying to the program declined steadily. In 1985, 156 students applied to the program whereas in 1989, 96 students applied to the program.² Recent data indicate a slight improvement in the level of student interest in chemical engineering. The 1990 level one intake figures show that approximately three students applied for each available position in the program.³ In total, 103 students were registered in the Fall 1990/91 chemical engineering program.

Ryerson projects that future enrolment in the chemical engineering program will increase. Data submitted by Ryerson indicates that first-year intake levels will remain stable at the 1990 level of 31 students for the next five years, while total enrolment is expected to increase slightly over this same time period until a steady-state level of 100 has been reached

1. Ryerson Polytechnical Institute, Program Review Process, Chemical Engineering Program, Societal Need Element. "Attachment II -- Additional Material Provided to the Committee".

2. Ryerson Polytechnical Institute, "Historical Application Data", (Request for Additional Information), May 8, 1991.

3. Ibid., "Historical Application/Admission Data".

in the 1994/95 academic year.⁴

Data reviewed by the PRC indicates a strong societal demand for chemical engineers in the present as well as in the future. Ryerson asserts that graduates obtain relevant employment immediately upon graduation. A draft report compiled by the Canadian Engineering Manpower Board indicates that, in Canada, from 1989 to the year 2000, it is projected that the demand for chemical engineers will grow by 49% as the supply is projected to only increase by 34%. In turn, a shortfall of approximately 2,500 chemical engineers is anticipated by the year 2000.⁵

The PRC notes that there are several important factors which have contributed to the anticipated increased demand:

...the new WHMNIS legislation (companies will need engineers and professionals who understand the chemistry and biological effects of the hazardous materials); new environmental legislation and regulations mean that Chemical Engineers capable of tackling the host of emerging environmental issues will be in great demand; the increased development of new and advanced materials; the evolution of bio-engineering in manufacturing technologies; and other factors will ensure a high demand for well-educated Chemical Engineers.⁶

As well, Englehard Technologies argues that the employment opportunities for engineering students will be "very optimistic" for the next five to seven years as a result of Free Trade with the United States which will make Ryerson graduates competitive in the North American employment market.⁷

The nature of this demand for chemical engineers has also been projected. Three elements within chemical engineering are expected to become particularly important in future years: particulate engineering and power technology (materials), environmental protection, biotechnology and biomedical engineering.⁸ Similarly, a 1989 employer survey of 20 companies indicates that the strong demand for graduates would be focused in particular areas. Employers indicated that Ryerson engineering graduates would be specifically sought in the area of research/development (25%), technical service/sales (19%), engineering design (17%), production (17%), and process control (17%).⁹

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. A majority of the respondents of the employer survey indicated that they would hire a Ryerson chemical engineering graduate for

4. Ibid., "Enrolment & FFTE's Estimates".

5. Ibid., "Employment Trends and Projections".

6. Ibid., p. 2.

7. Letter from Erich Knebel, President, Engelhard Technologies Limited to Dr. W.E. White, Dean, Faculty of Technology, Ryerson Polytechnical Institute, April 2, 1990.

8. Ryerson Polytechnical Institute, Program Review Process, Chemical Engineering, Academic Quality Element, April 1990, p. 77.

9. Ibid., p. 81.

his/her "practical hands-on experience", and "curricular mix of theoretical and practical training."¹⁰

The PRC unanimously concludes that the Diploma and Bachelor of Technology in chemical engineering program meets all aspects of the societal need criterion. Societal need for program graduates was deemed significant. The Committee did note that decreasing student interest was an important concern and should be recognized and dealt with in the following ways: focussed marketing and promotion thrust at a system-level, change in the degree name to Bachelor of Engineering, pro-active marketing of the cooperative education facet, and endorsement of Ryerson's plan to achieve accreditation.¹¹

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council. It was noted that the program's course content has undergone significant change as result of its transition from Chemical Engineering Technology to Chemical Engineering.

The curriculum is designed to satisfy Canadian Engineering Accreditation Board (CEAB) minimum requirements in the areas of Mathematics, Basic Sciences, Engineering Science and Engineering Design, and Complimentary Studies. The first year of the four year degree program entails an introduction to basic engineering principles. In the second year, students are provided with the necessary chemical component of the program. The third year presents the theoretical principles of chemical engineering. In fourth year, students can choose from a number of electives to specialize in a particular area or to broaden their engineering knowledge. Additionally, fourth year students are required to write a thesis.

The program offers a co-op element. Students have been placed with various chemical manufacturers and government agencies over the summer months at the end of the second and third years. A proposal to offer a new co-op program that consists of two eight-month terms and one four-month term of work in a five year academic program is currently being reviewed by Ryerson for the future.

The desire of graduates to become professional engineers has led to curricular adjustments. The Association of Professional Engineers of Ontario (APEO) has determined that graduates of the program starting in 1990, and thereafter, must write a minimum of four examinations in order to gain professional licensure.

There is a considerable inventory of equipment available for student laboratories within the department.¹² Much of the equipment has been designed and built by the faculty and staff. Computer facilities are available within the department as well as at Ryerson's central facilities and at the Centre of Advanced Technology Education (CATE).

A report prepared by the Science and Technology Librarian states that in general the library's collection is adequate to support the program. In particular, the periodical and reference collections are adequate, but there are very few items in the audiovisual collection. It also states that more books and some periodicals should be acquired in the areas of

10. Ibid., p. 82.

11. Ryerson Polytechnical Institute, Program Review Process, Chemical Engineering Program, Societal Need Element, "Attachment II-Summary of the PRC Meeting".

12. Ryerson Polytechnical Institute, Program Review Process, Chemical Engineering Program, Academic Quality Element, April 1990, p. 23.

particulate engineering, environmental engineering and biochemical engineering.¹³

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Diploma and Bachelor of Technology (Chemical Engineering) Program in September 1990. The Academic Council approved the continuation of the program on academic grounds on October 6, 1990.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Diploma and Bachelor of Technology (Chemical Engineering) Program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 14, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1991 at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 30, 1991, Ryerson Polytechnical Institute informed Council that the Diploma and Bachelor of Technology in Chemical Engineering program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested on behalf of Ryerson that Council recommend to the Minister that the Diploma and Bachelor of Technology in Chemical Engineering program be deemed eligible for continued funding.

Council concurs with the PRC's assessment that student interest in chemical engineering is an important concern.

Council, having carefully reviewed the documentation regarding the Diploma and Bachelor of Technology program, in Chemical Engineering is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 91-30

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND BACHELOR OF TECHNOLOGY DEGREE PROGRAM IN CHEMICAL ENGINEERING AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and Bachelor of Technology (Chemical Engineering) degree program continue to be deemed eligible for counting for funding purposes.

13. *Ibid.*, Appendix, "Summary of the Library's Holdings to Support the Chemical Engineering Collection", May 1990.

3.0 Proposed New Degree Designations for Ryerson Polytechnical Institute

Council accepts the Academic Advisory Committee's advice with respect to Ryerson Polytechnical Institute's request for authority to grant the degree designation Bachelor of Engineering (BEng) in Aerospace and Chemical Engineering (see appendices A and B).

Council also accepts the Academic Advisory Committee's advice to withhold Ryerson Polytechnical Institute's authority to grant the degree designation Bachelor of Engineering (BEng) in Civil Engineering (see Appendix C). Council believes as a matter of consumer protection that it should, in the approval of degree designations, provide students with a reasonable expectation of career opportunities. In accepting this advice, Council is concerned that the impression may be given that the determination for the change to the Bachelor of Engineering degree designation has been put in the hands of the professional body. AAC determined that in order to meet the program content requirements for a change in degree designation, graduates presenting themselves for professional engineering licenses in the Province of Ontario should not be required to sit more than four examinations. APEO contends that this is the number required in pro forma confirmation situations. For the record, neither AAC nor Council has delegated degree designation determination to APEO.

Accordingly, Council *recommends to the Minister:*

OCUA 91-31

AUTHORITY FOR RYERSON POLYTECHNICAL INSTITUTE TO GRANT THE BACHELOR OF ENGINEERING DEGREE (BEng) DEGREE DESIGNATION IN AEROSPACE ENGINEERING

THAT Ryerson Polytechnical Institute be granted the authority to offer the Bachelor of Engineering (BEng) degree designation in Aerospace Engineering.

OCUA 91-32

AUTHORITY FOR RYERSON POLYTECHNICAL INSTITUTE TO GRANT THE BACHELOR OF ENGINEERING DEGREE (BEng) DEGREE DESIGNATION IN CHEMICAL ENGINEERING

THAT Ryerson Polytechnical Institute be granted the authority to offer the Bachelor of Engineering (BEng) degree designation in Chemical Engineering.

OCUA 91-33

AUTHORITY FOR RYERSON POLYTECHNICAL INSTITUTE TO GRANT THE BACHELOR OF ENGINEERING DEGREE (BEng) DEGREE DESIGNATION IN CIVIL ENGINEERING

THAT Ryerson Polytechnical Institute not be granted the authority to offer the Bachelor of Engineering (BEng) degree designation in Civil Engineering.

Dr. H. V. Nelles,
Chairman

June 21, 1991.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

**Request for Approval of the Use of the Degree Designation
Bachelor of Engineering in Aerospace Engineering
Ryerson Polytechnical Institute**

During the summer of 1990, the Ontario Council on University Affairs (OCUA) referred a request for the authority to grant the Bachelor of Engineering degree from Ryerson Polytechnical Institute to its Academic Advisory Committee (AAC) for consideration. Subsequent discussions between the Council and Ryerson Polytechnical Institute led to modification of the original referral to the Academic Advisory Committee. The Committee was then asked to consider a more specific request from Ryerson Polytechnical Institute for the authority to grant the Bachelor of Engineering degree for Electrical Engineering. Following the drafting of Advisory Memorandum 90-X, which produced advice on Electrical Engineering degree designation, the Committee was asked to consider an additional specific request from Ryerson for the authority to grant the Bachelor of Engineering degree in Aerospace Engineering.

The Committee was asked to provide advice to Council on the following issues:

- whether or not the degree designation reflects program content;
- whether or not the degree designation reflects and enhances Ryerson's differentiated role; and
- on the suitability of the proposed change in degree designation.

The Committee's advice is summarized below.

1. Program Content

Ryerson presently offers Bachelor of Technology degrees in Aerospace, Chemical, Civil, Industrial, Mechanical, and Survey engineering. Ryerson has also been given authority recently to grant a Bachelor of Engineering degree in Electrical Engineering.¹ Ryerson states that the curriculum of the Aerospace engineering program for which the Bachelor of Engineering (BEng) designation has been requested has been modified over the past few years in order to comply with the requirements of the curriculum for professional licensure as prescribed by the Association of Professional Engineers of Ontario (APEO) and the criteria for accreditation as prescribed by the Canadian Engineering Accreditation Board (CEAB).

Ryerson argues that the Bachelor of Technology designation is, therefore, an inaccurate descriptor of the aerospace engineering program which they offer. Ryerson states:

1. Letter from Richard Allen, Minister of Colleges and Universities to H.V. Nelles, Chairman, Ontario Council on University Affairs, February 25, 1991.

...the proposed change in degree designation is being sought for graduates to certify that they have completed an engineering program, rather than an engineering technology program.²

Career information literature published by the Association of Professional Engineers of Ontario supports Ryerson's claim that they now offer a more comprehensive engineering education than a engineering technology education alone. APEO documentation regarding careers in aerospace engineering contains special mention of Ryerson's program as follows:

...Ryerson is now offering engineering programs which at the time of this writing (August 1988) have not yet been accredited by the Canadian Engineering Accreditation Board (CEAB)...³

AAC notes that this program is still not accredited but that Ryerson has indicated that "one of [its] highest current priorities is achieving formal accreditation for its engineering programs."⁴

AAC also notes that the Academic Requirements Committee of the APEO, upon review of the aerospace engineering program at Ryerson, determined that 1990 graduates wishing to obtain professional licensure and use of the designation "Professional Engineer" (PEng) are required to write four engineering course content examinations in order to assure the profession of their competence.⁵ The rationale provided by the Association of Professional Engineers of Ontario for the requirement of additional examinations is that:

Examinations are usually required to confirm their [the students] academic equivalency or to complete studies not previously undertaken.⁶

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2. Ryerson Polytechnical Institute, Aerospace Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, p. 2.
 3. Ryerson Polytechnical Institute, Aerospace Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, Appendix II "Related Careers in the Aerospace Field".
 4. Ryerson Polytechnical Institute, Aerospace Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, Appendix II "A.P.E.O. Identification of Engineering Nature of Ryerson Programs".
 5. Examinations are required in the following areas:
 - Linear Algebra and Vector Analysis
 - Applied Thermodynamics and Heat Transfer
 - Design and Manufacture of Machine Elements
 - System Analysis and Controls
 - Thesis *

*Thesis requirement to be waived if satisfied by a Ryerson course.

(Note: as of 1990/91, a thesis is mandatory for all Ryerson Aerospace Engineering students.)

(Therefore, current graduates are required to write four examinations.)

6. Letter from Mr. John Currie, Registrar, Association of Professional Engineers of Ontario, to the Ontario Council on University Affairs, October 3, 1990, pp. 1-2.

Generally, four exams are also required of anyone wishing to obtain professional licensure who has graduated from an engineering program not accredited by the Canadian Engineering Accreditation Board but which is accredited in a non-Canadian jurisdiction.⁷

Ryerson's 1990 aerospace engineering graduates are required by APEO's Academic Requirements Committee to write only a minimum of four examinations. Given that four is the same as the number of confirmatory examinations required of graduates of accredited programs from other jurisdictions, the Academic Advisory Committee is provided with relatively strong assurance, short of accreditation, that the degree designation BEng is an accurate reflection of the engineering content of the aerospace engineering program at Ryerson.

Ryerson's aerospace engineering program underwent a pre-accreditation "trial visit" during the Fall of 1990. A formal accreditation assessment of the aerospace engineering program, will be undertaken during the Fall of 1991.

The Academic Advisory Committee notes that the proposal for a Bachelor of Engineering degree designation in Aerospace Engineering at Ryerson was reviewed by the Council of Ontario Deans of Engineering (CODE) and that a majority of CODE members had no objection to the proposed change in degree designation.⁸

The proposed change in degree designation from BTech to BEng was considered by a variety of committees within Ryerson in the context of the OCUA review process for continued funding eligibility of aerospace engineering as an existing program. Within this process, the proposed degree designation change was approved by the program's Advisory Committee, the Department Council, Program Review Committee, Ryerson's Academic Standards Committee, Academic Council and the Board of Governors. Explicit approval to request authority to award the BEng degree was given by the Academic Council in January 1990.⁹

The Academic Advisory Committee is satisfied that the BEng designation is an appropriate designation for Ryerson to offer in the case of the aerospace engineering program.

2. Ryerson's Differentiated Role

Ryerson has requested authority to grant the Bachelor of Engineering degree designation for this program. In support of this request, Ryerson states:

In contrast to many, 'more-traditional' engineering programs, which emphasize theoretical development and theoretical investigation, engineering education at Ryerson puts greater emphasis on fundamental principles and concepts in terms of their effectiveness in producing solutions to 'real-world' problems.¹⁰

7. These examinations are known as "confirmatory" examinations and are standardized by the CEAB. Two examinations are standard to all engineering specializations and two are specific to the type of engineering being practised.

8. Letter from Edward J. Monahan to the Ontario Council on University Affairs, April 26, 1991.

9. Ryerson Polytechnical Institute, Aerospace Engineering Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, p. 1.

10. Ryerson Polytechnical Institute, Aerospace Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, "Evolution of Engineering Education at Ryerson," January 1991.

Ryerson also states that because great latitude is allowed in emphasis on design and programs reflecting the "individual qualities and ideals" of the Institution, the practical emphasis has not compromised the CEAB criteria for engineering education.¹¹

Although the adoption of this degree designation and compliance with the professional requirements for engineering accreditation will in most respects force Ryerson's engineering programs to conform to the same standards as other engineering programs, it is the Committee's opinion that the applied nature of engineering, and the particular emphasis upon applied technology projects at Ryerson make the Bachelor of Engineering (BEng) designation consistent with Ryerson's mission of training individuals for a specific vocation in an area of societal need. The adoption of this degree designation will also provide employers with a means by which to differentiate the graduates of the previous technology-oriented program from graduates of the existing curriculum.

The Academic Advisory Committee notes Council's statement that

...it is contradictory that an institution whose role focuses on providing students with practical and marketplace oriented education should be limited to degree designations which inhibit this mission.¹²

It is the view of the Committee that in this case, the degree designation required to "convey the educational background of the graduates accurately"¹³ (the BEng) cannot also serve as a designation which reflects Ryerson's differentiated role in engineering.

The Academic Advisory Committee believes that the maintenance of the existing BTech (Aerospace Engineering) degree designation would be an inappropriate designation for Ryerson's aerospace engineering program since the curriculum of the program has been recently modified in accordance with the requirements for engineering accreditation and it is no longer a technology program. Ryerson has indicated in its submission to the Ontario Council on University Affairs that it will continue to modify this engineering program in whatever manner is required in order to obtain professional accreditation.¹⁴ AAC also notes that faculty members that have been recruited for the program in the last five years are comparable to engineering faculty at Ontario universities and significant research in aerospace engineering exists at Ryerson.

3. Suitability of the Proposed Change in Degree Designation

Ryerson indicates that graduates of the current aerospace engineering program seek and find employment at an engineering level. A survey of employers of recent Ryerson graduates

11. Ibid., "Evolution of Engineering Education at Ryerson".

12. Ontario Council on University Affairs, Fourteenth Annual Report, 1987-88, "Advisory Memorandum 87-X: An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation", p. 117.

13. Ibid., p. 116.

14. Ryerson Polytechnical Institute, Electrical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 31, 1991, p. 4.

revealed that 40% of the 35 graduates are performing engineering design.¹⁵

Employer comments regarding the academic preparation, work performance, and prospects for upward mobility of Ryerson graduates were mixed. Although a few companies indicated that Ryerson BTech graduates have the same upward mobility as other BASc/BEng graduates, 33% of respondents indicated that upward mobility is hampered by the possession of a degree in a program that has not obtained formal engineering accreditation.¹⁶

Ryerson argues that the BTech designation is confusing to employers and unfair to graduates since this designation is not used to describe engineering degrees in Canada. This point is supported by comments from Boeing de Havilland Division which has found Ryerson graduates to "have an ability beyond that normally expected of the technician/technologist."¹⁷

The point is further substantiated by the Canadian Council of Professional Engineers/Canadian Engineering Accreditation Board which indicated that:

It has become abundantly clear that the common source of difficulty and confusion arises from attempts to distinguish the difference between "engineers" and "technologists", both in the registration process and in the workplace. Two factors are mainly responsible for these difficulties. First the emergence in relatively large numbers of individuals classified as "technologists". The second factor, which is the greater difficulty, has been the conversion of schools of technology to schools of engineering where both the technology level graduates and the engineering level graduates are granted the same degree designations.

When BEng (or equivalent) and BTech degrees are granted by different schools there is little difficulty in distinguishing in the registration process since the school of graduation determines the difference. When the school is the same, this distinction cannot be made unless the date of transition from one type of program to the other is well known by all. Such knowledge among potential employers is highly unlikely.

The problems which have arisen from this lack of distinction in many other countries has lead to very substantial difficulties for both the profession and the graduates. Most of the countries so affected have mounted massive efforts to have the degree designations changed for the affected programs. This is of little comfort to the graduates who carry the obsolete degree designations for the rest of their careers.¹⁸

15. Ibid., Appendix IV "1989 Employer Survey". The degree program in Aerospace Engineering has only been offered since the Fall of 1985; therefore, there have only been two graduating classes of students to survey. Although the statistical sample is rather small (35), Ryerson believes that their survey results are quite representative of the industry and the employment of the graduates.

16. Ibid., "1989 Employer Survey".

17. Letter from J.A. Conway, Director, Engineering Operation and Business Management, Boeing de Havilland Division to Dr. W.E. White, Dean, Faculty of Technology, Ryerson Polytechnical Institute, March 10, 1989.

18. Letter from Mr. Gerald M. Matthews, P.Eng., Secretary, Canadian Engineering Accreditation Board, to the Ontario Council on University Affairs, November 23, 1990, p. 2.

Ryerson notes that since 1982, the number of BTech engineering graduates who have applied for professional licensure has increased from forty per year to over eighty per year by late 1990.¹⁹ The number of additional examinations required by the APEO of Ryerson BTech graduates in aerospace engineering has decreased from 10-14 to four in recognition of the revamped engineering curriculum. This is as far as the APEO can go until the accreditation of the program is complete. Once accreditation is obtained, the requirement of additional examinations²⁰ will then be eliminated. An engineering degree designation is an integral element in the attainment of accreditation.²¹

Letters from other engineering schools within the Ontario university system have indicated that the opportunities for Ryerson graduates to be admitted to advanced studies at the graduate level could be enhanced by a changed degree designation and/or accreditation.²² AAC notes that in 1990, McGill University conditionally accepted²³ a Ryerson BTech graduate, into the Aeronautical Option MEng program.²⁴

It is the conclusion of the Academic Advisory Committee that the request for authority to grant the BEng degree designation for aerospace engineering by Ryerson Polytechnical Institute is reasonable in view of recent modifications to the curriculum. The professional requirement that accredited engineering programs carry an "engineering" degree designation is therefore maintained. Confusion on the part of employers and others in the marketplace regarding the difference between previous and recent graduates should therefore be eliminated.

The Committee notes that there is a current and projected shortage of engineers not only nationally, but internationally. Demand for engineers is expected to increase by 45% in the next decade, while supply is projected to increase by 8%.²⁵ The establishment of an accredited aerospace engineering program at Ryerson will undoubtedly help address the unmet societal needs in this particular area of engineering expertise. In order for graduates of Ryerson's aerospace engineering program to contribute to the development of Ontario's industrial base and become immediately absorbed into the workforce at a level consistent with their educational background, it is the conclusion of the Committee that the need for the

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19. Letter from the Association of Professional Engineers of Ontario to Ryerson Polytechnical Institute, December 7, 1988. (The APEO could not provide Ryerson with more detailed records, nor with more up-to-date records. Letter from APEO to Ryerson, December 3, 1990).
 20. All applicants for the PEng designation in Ontario, including graduates of accredited BEng programs, must write one APEO examination entitled: The Professional Practice Exam. This examination deals with law and ethics in the profession.
 21. Ibid., p. 5.
 22. Ryerson Polytechnical Institute, Aerospace Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, Letters from Ontario departments of engineering (Queen's, Toronto, Carleton, McMaster, and Western Ontario Universities) "Appendix VII".
 23. Conditional acceptance upon the receipt of official transcripts indicating an average of at least B- in all courses.
 24. Ibid., "Appendix VI", McGill University Unofficial Acceptance of Ryerson Graduate, Letter from McGill University to Mr. Rene Gallien, March 6, 1990.
 25. Margaret McCaffery, Financial Post, "No easy fix for shortage of engineers", Thursday, September 20, 1990.

BEng degree designation overrides the need for a differentiated degree designation for Ryerson in this case.

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

The Ontario Council on University Affairs recommends to the Minister that Ryerson Polytechnical Institute be authorized to grant the Bachelor of Engineering degree in Aerospace Engineering.

Academic Advisory Committee

March 12, 1991

Appendix B

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Request for Approval of the Use of the Degree Designation

Bachelor of Engineering in Chemical Engineering

Ryerson Polytechnical Institute

During the summer of 1990, the Ontario Council on University Affairs (OCUA) referred a request for the authority to grant the Bachelor of Engineering degree from Ryerson Polytechnical Institute to its Academic Advisory Committee (AAC) for consideration. Subsequent discussions between the Council and Ryerson Polytechnical Institute led to modification of the original referral to the Academic Advisory Committee. The Committee was then asked to consider a more specific request from Ryerson Polytechnical Institute for the authority to grant the Bachelor of Engineering degree for Chemical Engineering. Following the drafting of Advisory Memorandum 90-X, which produced advice on Electrical Engineering degree designation, the Committee was asked to consider an additional specific request from Ryerson for the authority to grant the Bachelor of Engineering degree in Chemical Engineering.

The Committee was asked to provide advice to Council on the following issues:

- whether or not the degree designation reflects program content;
- whether or not the degree designation reflects and enhances Ryerson's differentiated role; and
- on the suitability of the proposed change in degree designation.

The Committee's advice is summarized below.

1. Program Content

Ryerson presently offers Bachelor of Technology degrees in Aerospace, Chemical, Civil, Industrial, Mechanical, and Survey engineering. Ryerson has also recently been given authority to grant a Bachelor of Engineering degree in Electrical Engineering.¹ Ryerson states that the curriculum of the Chemical engineering program for which the Bachelor of Engineering (BEng) designation has been requested has been modified over the past few years in order to comply with the requirements of the curriculum for professional licensure as prescribed by the Association of Professional Engineers of Ontario (APEO) and the criteria for accreditation as prescribed by the Canadian Engineering Accreditation Board (CEAB).

Ryerson argues that the Bachelor of Technology designation is, therefore, an inaccurate descriptor of the chemical engineering program which they offer. Ryerson states:

1. Letter from Richard Allen, Minister of Colleges and Universities to H.V. Nelles, Chairman, Ontario Council on University Affairs, February 25, 1991.

...the proposed change in degree designation is being sought for graduates to certify that they have completed an engineering program, rather than an engineering technology program.²

Career information literature published by the Association of Professional Engineers of Ontario supports Ryerson's claim that they now offer a more comprehensive engineering education than a engineering technology education alone. APEO documentation regarding careers in chemical engineering contains special mention of Ryerson's program as follows:

...Ryerson is now offering engineering programs which at the time of this writing (August 1988) have not yet been accredited by the Canadian Engineering Accreditation Board (CEAB)...³

AAC notes that this program is still not accredited but that Ryerson has indicated that "one of [its] highest current priorities is achieving formal accreditation for its engineering programs."⁴

AAC also notes that the Academic Requirements Committee of the APEO, upon review of the chemical engineering program at Ryerson, determined that 1990 graduates wishing to obtain professional licensure and use of the designation "Professional Engineer" (PEng) are required to write only three engineering course content exams in order to assure the profession of their competence.⁵ The rationale provided by the Association of Professional Engineers of Ontario for the requirement of additional exams is that:

Examinations are usually required to confirm their [the students] academic equivalency or to complete studies not previously undertaken.⁶

2. Ryerson Polytechnical Institute, Chemical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, p. 2.

3. Ryerson Polytechnical Institute, Chemical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, Appendix II "Related Careers in the Aerospace Field".

4. Ryerson Polytechnical Institute, Chemical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, December 1990, Appendix II "A.P.E.O. Identification of Engineering Nature of Ryerson Programs".

5. Examinations are required in the following areas:

- Probability and Statistics
- Thermodynamics
- Strength of Materials
- One of Section B
 - * 86-Comm-A2 or A3
- Thesis *

*Exempt 86-Comm-A2 and A3 and/or Thesis if satisfied by a Ryerson course.

(Note: as of 1990/91, a thesis and A2 or A3 are required courses for Ryerson Chemical Engineering graduates.)

(Therefore, current graduates are required to write three examinations)

6. Letter from Mr. John Currie, Registrar, Association of Professional Engineers of Ontario, to the Ontario Council on University Affairs, October 3, 1990, pp. 1-2.

Generally, four exams are also required of anyone wishing to obtain professional licensure who has graduated from an engineering program not accredited by the Canadian Engineering Accreditation Board but which is accredited in a non-Canadian jurisdiction.⁷

Ryerson's 1990 chemical engineering graduates are required by APEO's Academic Requirements Committee to write three examinations. Given that a minimum of four confirmatory examinations are required of graduates of accredited programs from other jurisdictions, the Academic Advisory Committee is provided with relatively strong assurance, short of accreditation, that the degree designation BEng is an accurate reflection of the engineering content of the chemical engineering program at Ryerson.

Ryerson's chemical engineering program underwent a pre-accreditation "trial visit" during the Fall of 1990. A formal accreditation assessment of the chemical engineering program, will be undertaken during the Fall of 1991.

The Academic Advisory Committee notes that the proposal for a Bachelor of Engineering degree designation in Chemical Engineering at Ryerson was reviewed by the Council of Ontario Deans of Engineering (CODE) and that a majority of CODE members had no objection to the proposed change in degree designation.⁸ The proposed change in degree designation from BTech to BEng was considered by a variety of committees within Ryerson in the context of the OCUA review process for continued funding eligibility of chemical engineering as an existing program. Within this process, the proposed degree designation change was approved by the program's Advisory Committee, the Department Council, Program Review Committee, Ryerson's Academic Standards Committee, Academic Council and the Board of Governors. Explicit approval to request authority to award the BEng degree was given by the Academic Council in January 1990.⁹

The Academic Advisory Committee is satisfied that the BEng designation is an appropriate designation for Ryerson to offer in the case of the chemical engineering program.

2. Ryerson's Differentiated Role

Ryerson has requested authority to grant the Bachelor of Engineering degree designation for this program. In support of this request, Ryerson states:

In contrast to many, 'more-traditional' engineering programs, which emphasize theoretical development and theoretical investigation, engineering education at Ryerson puts greater emphasis on fundamental principles and concepts in terms of their effectiveness in producing solutions to 'real-world' problems.¹⁰

Ryerson also states that because great latitude is allowed in emphasis on design and programs reflecting the "individual qualities and ideals" of the Institution, the practical emphasis has

7. These examinations are known as "confirmatory" examinations and are standardized by the CEAB. Two examinations are standard to all engineering specializations and two are specific to the type of engineering being practised.

8. Letter from Dr. Edward J. Monahan to the Ontario Council on University Affairs, April 26, 1991.

9. Ryerson Polytechnical Institute, Chemical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January, 1991, p. 1.

10. Ryerson Polytechnical Institute, Chemical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, "Evolution of Engineering Education at Ryerson," January 1991.

not compromised the CEAB criteria for engineering education.¹¹

Although the adoption of this degree designation and compliance with the professional requirements for engineering accreditation will in most respects force Ryerson's engineering programs to conform to the same standards as other engineering programs, it is the Committee's opinion that the applied nature of engineering, and the particular emphasis upon applied technology projects at Ryerson make the Bachelor of Engineering (BEng) designation consistent with Ryerson's mission of training individuals for a specific vocation in an area of societal need. The adoption of this degree designation will also provide employers with a means by which to differentiate the graduates of the previous technology-oriented program from graduates of the existing curriculum.

The Academic Advisory Committee notes Council's statement that

...it is contradictory that an institution whose role focuses on providing students with practical and marketplace oriented education should be limited to degree designations which inhibit this mission.¹²

It is the view of the Committee that in this case, the degree designation required to "convey the educational background of the graduates accurately"¹³ (the BEng) cannot also serve as a designation which reflects Ryerson's differentiated role in engineering.

The Academic Advisory Committee believes that maintenance of the existing BTech (Chemical Engineering) degree designation would be an inappropriate designation for Ryerson's chemical engineering program since the curriculum of the program has been recently modified in accordance with the requirements for engineering accreditation and it is no longer a technology program. Ryerson has indicated in its submission to the Ontario Council on University Affairs that it will continue to modify this engineering program in whatever manner is required in order to obtain professional accreditation.¹⁴ AAC also notes that faculty members which have been recruited for the program in the last five years are comparable to engineering faculty at Ontario universities and that significant research in chemical engineering exists at Ryerson.

3. Suitability of the Proposed Change in Degree Designation

Ryerson alumni records between 1980 and 1989 indicate that opportunities for graduates of the current chemical engineering program are diverse and encompass various roles that chemical engineers normally play including: researcher, production engineer, process engineer, environmental engineer, and plant engineer.¹⁵ Survey results of 20 companies that in the past have hired co-op students and graduates revealed that 25% of the graduates are involved in research and development, 16% are performing engineering design,

11. Ibid., "Evolution of Engineering Education at Ryerson".

12. Ontario Council on University Affairs, Fourteenth Annual Report, 1987-88, "Advisory Memorandum 87-X: An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation", p. 117.

13. Ibid., p. 116.

14. Ryerson Polytechnical Institute, Chemical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 31 1991, p. 4.

15. Ibid., "Appendix III, Position and Title of Graduates".

16% are employed in the production area, 16% are engaged in process control, and 17% are working in technical sales and service.¹⁶

Employer comments regarding the academic preparation, work performance, and prospects for upward mobility of Ryerson graduates were mixed. Although a few companies indicated that Ryerson BTech graduates have the same upward mobility as other BASc/BEng graduates, 37% of respondents indicated that upward mobility is hampered by the possession of a degree in a program that has not obtained formal engineering accreditation.¹⁷

Ryerson argues that the BTech designation is confusing to employers and unfair to graduates since this designation is not used to describe engineering degrees in Canada. This point is supported by comments from Englehard Technologies, Rhône-Poulenc Canada, and Dow Chemical which state:

the (BTech) does not have a great deal of recognition in the industry...Bachelor of Chemical Engineering would help.¹⁸

Our company and many of your graduates are confused by your old degree designation of Bachelor of Technology (Chem Eng) and the marketability of your graduates would be improved with a B.Eng degree.¹⁹

I support the intention of changing the name of the degree which would be granted in an accredited engineering program. The term "Bachelor of Technology" has very little meaning to me, or my colleagues at Dow. I fear we would assume that the degree holder would actually hold a Technology Diploma, and I am sure that is not what Ryerson would like. The name Bachelor of Engineering is more explicit, and therefore preferred.²⁰

Ryerson notes that since 1982, the number of BTech engineering graduates who have applied for professional licensure has increased from forty per year to over eighty per year by late 1990.²¹ The number of additional examinations required by the APEO of Ryerson BTech graduates in chemical engineering has decreased from 10-14 to three in recognition of the revamped engineering curriculum. This is as far as the APEO can go until the accreditation of the program is complete. Once accreditation is obtained, the requirement of

16. Ibid., Appendix IV "1989 Employer Survey".

17. Ibid., "1989 Employer Survey".

18. Letter from Erich Knebel, President of Englehard Technologies Limited to Dr. W. E. White, Dean, Faculty of Technology, Ryerson Polytechnical Institute.

19. Letter from James E. Thorpe, Vice-President, Specialty Chemical to Dr. J. W. Easton, Ryerson Polytechnical Institute.

20. Letter from Nicholas Darby, Sr. Research Manager, University Relation and Recruiting, Research and Development, Dow Chemical Canada to Mr. John Easton, Ryerson Polytechnical Institute, January 21, 1990.

21. Letter from the Association of Professional Engineers of Ontario to Ryerson Polytechnical Institute, December 7, 1988. (The APEO could not provide Ryerson with more detailed records, nor with more up-to-date records. Letter from APEO to Ryerson, December 3, 1990).

additional examinations²² will then be eliminated. An engineering degree designation is an integral element in the attainment of accreditation.²³

Letters from other engineering schools within the Ontario university system have indicated that the opportunities for Ryerson graduates to be admitted to advanced studies at the graduate level could be enhanced by a changed degree designation and/or accreditation.²⁴ AAC notes that the University of Guelph unconditionally accepted three Ryerson chemical engineering BTech graduates between 1989 and January 1991, into their MSc in engineering program.²⁵

It is the conclusion of the Academic Advisory Committee that the request for authority to grant the BEng degree designation for chemical engineering by Ryerson Polytechnical Institute is reasonable. In view of modifications to the curriculum. Confusion on the part of employers and others in the marketplace regarding the difference between previous and recent Ryerson graduates should therefore be eliminated.

The Committee notes that there is a current and projected shortage of engineers not only nationally, but internationally. Demand for engineers is expected to increase by 45% in the next decade, while supply is projected to increase by 8%.²⁶

The establishment of an accredited chemical engineering program at Ryerson will undoubtedly help address the unmet societal needs in this particular area of engineering expertise. In order for graduates of Ryerson's chemical engineering program to contribute to the development of Ontario's industrial base and become immediately absorbed into the workforce at a level consistent with their educational background, it is the conclusion of the Committee that the need for the BEng degree designation overrides the need for a differentiated degree designation for Ryerson in this case.

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

The Ontario Council on University Affairs recommends to the Minister that Ryerson Polytechnical Institute be authorized to grant the Bachelor of Engineering degree in Chemical Engineering.

Academic Advisory Committee
March 12, 1991

22. All applicants for the PEng designation in Ontario, including graduates of accredited BEng programs, must write one APEO examination entitled: The Professional Practice Exam. This examination deals with law and ethics in the profession.

23. *Ibid.*, p. 5.

24. Ryerson Polytechnical Institute, Chemical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, Letters from Ontario departments of engineering (Queen's, Toronto, Carleton, McMaster, and Western Ontario Universities) "Appendix VII".

25. *Ibid.*, "Appendix VI", Letter from Douglas M. Joy, Chair, Graduate Studies Committee, University of Guelph to Professor John Easton, Chair, School of Chemical Engineering, Ryerson Polytechnical Institute, January 21, 1991.

26. Margaret McCaffery, Financial Post, "No easy fix for shortage of engineers", Thursday, September 20, 1990.

Appendix C

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Request for Approval of the Use of the Degree Designation

Bachelor of Engineering in Civil Engineering

Ryerson Polytechnical Institute

During the summer of 1990, the Ontario Council on University Affairs(OCUA) referred a request for the authority to grant the Bachelor of Engineering degree from Ryerson Polytechnical Institute to its Academic Advisory Committee(AAC) for consideration. Subsequent discussions between the Council and Ryerson Polytechnical Institute led to modification of the original referral to the Academic Advisory Committee. The Committee was then asked to consider a more specific request from Ryerson Polytechnical Institute for the authority to grant the Bachelor of Engineering degree for Electrical Engineering. Following the drafting of Advisory Memorandum 90-X, which produced advice on Electrical Engineering designation, the Committee was asked to consider an additional specific request from Ryerson for authority to grant the Bachelor of Engineering degree in Civil Engineering.

The Committee was asked to provide advice to Council on the following issues:

- whether or not the degree designation reflects program content;
- whether or not the degree designation reflects and enhances Ryerson's differentiated role;
- on the suitability of the proposed change in degree designation.

The Committee's advice is summarized below.

1. Program Content

Ryerson presently offers Bachelor of Technology degrees in Aerospace, Chemical, Civil, Industrial, Mechanical, and Survey engineering. Ryerson has also been given authority recently to grant a Bachelor of Engineering degree in Electrical Engineering.¹ Ryerson states that the curriculum of the civil engineering program for which the Bachelor of Engineering(BEng) designation has been requested has been modified over the past few years in order to comply with the curricular requirements for professional licensure as prescribed by the Association of Professional Engineers of Ontario(APEO) and the criteria for accreditation as prescribed by the Canadian Engineering Accreditation Board(CEAB).

Ryerson argues that the Bachelor of Technology designation is, therefore, an inaccurate descriptor of the civil engineering program which they offer. Ryerson states:

...the proposed change in degree designation is being sought for graduates to certify that they have completed an engineering program, rather than an engineering technology program.²

1. Ontario Council on University Affairs, Advisory Memorandum 90-X, Appendix B, P. 52.

2. Ryerson Polytechnical Institute, Civil Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, p. 2.

Career information literature published by the Association of Professional Engineers of Ontario supports Ryerson's claim that they now offer a more comprehensive engineering education rather than engineering technology education. APEO documentation regarding careers in civil engineering contains special mention of Ryerson's program as follows:

...Ryerson is now offering engineering programs which at the time of this writing (August 1988 have not yet been accredited by the Canadian Engineering Accreditation Board (CEAB)...³

AAC notes that this program is still not accredited but that Ryerson has indicated that "one of [its] highest current priorities is achieving formal accreditation for its engineering programs."⁴

Although changes have been made to the civil engineering curriculum to meet CEAB and APEO standards, the Academic Advisory Committee believes that this program's course content has not evolved far enough to warrant a change in degree designation. The civil engineering program is at a less advanced state of development than most other engineering programs at Ryerson. As identified by the APEO, "civil has traditionally not been Ryerson's strong suit."⁵

AAC notes that the Academic Requirements Committee of the APEO, upon review of the civil engineering program at Ryerson, determined that 1990 graduates wishing to obtain professional licensure and use of the designation "Professional Engineer"(PEng) are currently required to write six engineering course content examinations in order to assure the profession of their competence.⁶ The rationale provided by the Association of Professional Engineers of Ontario for the requirement of additional examinations is that:

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3. Ryerson Polytechnical Institute, Civil Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, January 1991, Appendix II "Related Careers in the Civil Engineering Field".
 4. Ryerson Polytechnical Institute, Electrical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, December 1990, Appendix II "A.P.E.O. Identification of Engineering Nature of Ryerson Programs".
 5. Letter from Peter Osmond, Registrar, Association of Professional Engineers Organization, to Ontario Council on University Affairs, April 11, 1991.
 6. Examinations are required in the following areas:
 - Two of
 - F4 Linear Algebra
 - F6 Probability and Statistics
 - F7 Physics
 - Two of
 - F11 Thermodynamics
 - F12 Engineering Materials
 - F13 Basics of Circuits
 - Two of Section B - To be determined by ARC on an individual assessment basis.
 - One of Common A2 or A3 - (Ryerson states that these courses are, as of 1990/91, a required part of the 4th year curriculum and therefore will not be required of Ryerson graduates.
 - Thesis - thesis requirement to be waived if satisfied by a Ryerson course. (Ryerson states that a thesis is, as of 1990/91, a required element for all engineering students and therefore will not be required by the APEO)
 - (Therefore, current graduates must write six examinations.)

Examinations are usually required to confirm their [the students] academic equivalency or to complete studies not previously undertaken⁷

Generally, four examinations are required of anyone wishing to obtain professional licensure who has graduated from an engineering program not accredited by the Canadian Engineering Accreditation Board but which is accredited in a non-Canadian jurisdiction.⁸ Ryerson's 1990 civil engineering graduates are required to write six examinations by APEO's Academic Requirements Committee. Since this is two more than is required of graduates of accredited programs from other jurisdictions, the Academic Advisory Committee feels it has not been provided with sufficiently strong assurance that the degree designation BEng is an accurate reflection of the engineering content of the civil engineering program at Ryerson.

Furthermore, the examinations required for the graduates of the civil engineering program are more than for any of Ryerson's other five engineering programs. Prior to obtaining the authority to grant the BEng designation in electrical engineering, 1989 Ryerson electrical engineering graduates were required to write only four APEO requirement examinations. AAC believes that programs that require more than four examinations do not clearly meet the professional requirements implied by the Bachelor of Engineering (BEng) designation.

The Academic Advisory Committee notes that the proposal for a Bachelor of Engineering degree designation in Civil Engineering at Ryerson was reviewed by the Council of Ontario Deans of Engineering (CODE) and that a majority of CODE members had no objection to the proposed change in degree designation.⁹ However, AAC also notes that the number of APEO examinations required of Ryerson's civil engineering graduates is not put forward as a considered factor in CODE's decision.

The program underwent a pre-accreditation "trial visit" during the Fall of 1990. Ryerson is in the process of preparing for a formal accreditation assessment of the civil engineering program, to be undertaken during the Fall of 1991. The Academic Advisory Committee has been advised that criteria which are specifically related to degree designations are not part of the accreditation process.¹⁰ This provides AAC with sufficient assurance that accreditation of the civil engineering program at Ryerson can be achieved without its being a Bachelor of Engineering program.

At this time, the Academic Advisory Committee is not satisfied that the BEng designation is an appropriate designation for Ryerson to offer in the case of the civil engineering program. Accordingly, the Academic Advisory Committee considered this program ineligible for further review.

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7. Letter from Mr. John Currie, Registrar, Association of Professional Engineers of Ontario, to the Ontario Council on University Affairs, October 3, 1990, pp. 1-2.
 8. These examinations are known as "confirmatory" examinations and are standardized by the CEAB. Two examinations are standard to all engineering specializations and two are specific to the type of engineering being practised.
 9. Letter from Edward J. Monahan to the Ontario Council on University Affairs, April 26, 1991.
 10. Letter from Wendy Ryan-Bacon, Assistant Director, Education Affairs, to Ontario Council on University Affairs, October 3, 1990.

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

- A) *The Ontario Council on University Affairs recommends to the Minister that, at the present time, Ryerson Polytechnical Institute not be authorized to grant the Bachelor of Engineering degree in Civil Engineering.*
- B) *At such time as the program receives professional accreditation, the Committee believes that it would then be appropriate to change the degree designation to a Bachelor of Engineering degree in Civil Engineering.*

Academic Advisory Committee

April 23, 1991

91-IV Extra-Ordinary Grant for the Ontario College of Art for 1991-92

1.0 Introduction

On February 21, 1991 the Minister of Colleges and Universities requested that Council proceed with a review of the Ontario College of Art's (OCA) mission, programs and operations and the scrutiny of the College's 1991-92 budget.¹ Council provides advice in this advisory memorandum on the College's 1991-92 budget and Government funding required for this year. It has appointed a Task-Force of people knowledgeable in the area of art education to undertake the review of the college's mission, programs and operations and anticipates that it will be able to provide advice on the future of the College early next year.

2.0 Background

For the past few years OCA has been experiencing severe financial difficulty resulting in growing annual operating fund deficits which have accumulated to the level of approximately 11.5% of current operating income. Council was first alerted to the severity of these problems in its Spring 1989 hearing with the College. On July 31, 1989, the Minister of Colleges and Universities referred to Council the matter of the financial difficulty at the Ontario College of Art.² The Minister asked Council to assess the viability of the College's plans to work out a feasible long-term solution to its current difficulties.

The report of a fact-finding mission, initiated by Council in 1989, indicated that the College was not imminently insolvent but would become so in 1991-92 should prevailing patterns of revenues and expenditures remain unchanged. The report said that many of the College's problems resulted from policies over which the College had some control. Based on those findings, Council recommended to the Minister that the College be required to take the steps outlined in the fact-finders report to ameliorate its own condition before consideration be given to longer-term assistance. Council also recommended that the College should be required to produce a short-term business plan. These recommendations were subsequently endorsed by the Minister.

On December 4, 1990, the College submitted a five-year plan to Council. The plan indicated that the College's expenditures will outrun its revenues and that an ongoing extraordinary grant of \$1.7 million is necessary to balance the College's budget. The College's data also indicate that the level of this supplementary grant would require escalation in the future.

Council indicated that it was not in a position to determine whether extraordinary funding is warranted on the basis of the evidence provided. Council could not evaluate the mission, program offerings and extraordinary funding request proposed by the College without further study. In a January 24, 1991 letter, Council recommended to the Minister that an external review be conducted of the College. The Minister of Colleges and Universities responded in a February 21, 1991 letter in which Council was formally requested to conduct

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1. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H. V. Nelles, February 21, 1991.
 2. Letter from the Honourable Sean Conway, Minister of Colleges and Universities, to Dr. H.V. Nelles, July 31, 1989.

a review of the Ontario College of Art's mission, programs and operations.³

The Minister also asked that Council review and approve the 1991-92 College budget and identify any extraordinary funding required for the upcoming fiscal year. In that letter, the Minister stated

I remain very concerned about the College's ongoing financial problems and am hopeful that a thorough external review of the College's operating structure will provide a solid basis towards developing solutions. However, in the interim, until such time as I am satisfied, I agree with and accept your advice that the council review and approve the College's proposed 1991-92 budget concurrently with the determination of the council's allocative advice; that requests for additions to staff complement be reviewed by council and additions made only with the council's approval; and, that when the budget is finalized, deviations from it be granted only with the council's approval.⁴

No provision was set aside by Council in its 1991-92 allocative advice found in Advisory Memorandum 91-I for increased operating funding to the Ontario College of Art for 1991-92. Council went on to indicate that if any further extraordinary funds were deemed to be needed, they would have to be taken from the contingency provision annually identified by Council, effectively reallocating these sums from other underfunded institutions. Council is always extremely reluctant to take such action in view of the potential for disadvantaging or jeopardizing the financial situations of other institutions.

In the interim Council has reviewed OCA's 1991-92 budgetary situation and provides the advice flowing from that review in this advisory memorandum.

3.0 1991-92 Budget Review

Since being charged with the responsibility for approving the 1991-92 budget, Council has engaged in a continuous process of dialogue with the College on its 1991-92 budget. Through this process Council has been able to come to a better understanding of the College's finances. In turn, the College has a better understanding of Council and Government's expectations for expenditure control in 1991-92. In the past few months Council has reviewed several budget proposals put forward by the College, each succeeding proposal becoming more refined and attempting to address concerns raised Council. Most notably, in its most recent budget the College reduced the periods taught by 10.25 resulting in savings of \$103,000.

Early in the budget review process Council indicated to the College that it expected the College to achieve a balanced current-year budget for 1991-92. Such an outcome would thus not add to the existing large cumulative deficit, thereby ensuring financial stability during the period of study which the Task-force appointed by Council to review the College's mission, programs and operations was undertaking its inquiries. With this as its objective, Council reviewed the budget proposals provided by the College to evaluate if the budget put forward would indeed produce this outcome at the end of the fiscal year. At the same time, Council was sensitive to the impact of budgetary constraint on the College's curriculum, students' education, faculty and staff relations, and the College's employment equity program.

3. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, February 21, 1991.

4. Ibid.

The resulting final proposed budget was ostensibly a balanced budget, and indeed could be read as being in a surplus position.⁵ However, closer examination of its details (particularly with respect to the adequacy of the coverage of non-salary cost inflation) and the probable in-year cost increases associated with the negotiation of collective agreements currently not captured in the budget, suggest that balance in this budget will be difficult, if not, unlikely to be achieved.

Nevertheless, as explained below, Council feels that at this time there would be little to gain in continued negotiation of further budget adjustments to ensure that end-of-year expenditures and revenues are in balance. The uncertainties associated with possible in-year cost increases make it difficult to gauge at this time the size of further budget adjustments.

Council recommends the following plan of action for 1991-92. First, the budget as presently outlined should be approved and the College allowed to proceed with assigning teaching loads for the Fall. This approval, however, should be conditional upon the understanding of the College that it will be expected to balance its current-year revenues and expenditures by the end of the fiscal year, regardless of any further costs incurred during the year. The College should be expected to make any necessary adjustments to planned expenses if it appeared current costs will exceed the budget.

Second, the College's budget and the flow of revenues and expenditures should be monitored on a quarterly basis by Council. The College should be required to provide Council and the Minister expenditure-flow information and an updated year-end forecast to budget position, outlining deviations with respect to the original budget, adjustments to expenditures required to ensure the budget remains in balance and deviations with respect to periods offered and faculty positions. If, as a result of this monitoring it was judged that the expenditure pattern displayed was likely to result in an end-of-year deficit, Council would recommend further appropriate action to help avoid this outcome.

Third, Council believes that it is important to provide financial incentives to the College to compensate for the softness of some of the revenue or expenditure offset assumptions contained in the current budget, and the uncertainty as to the budget liability associated with in-year salary negotiations. Council acknowledges the efforts made by the College in the past few months to reduce expenditures to bring its budget more into balance. It feels that these efforts and possible further undertakings to reduce expenditures should be recognized and encouraged.

As noted above Council did not make any special funding provision for OCA in its 1991-92 allocative advice and indicated that any extraordinary Government support would have to come from the contingency provision set aside in that advice to cover any necessary extraordinary in-year needs. In order to encourage the College to undertake expenditure reductions in 1991-92, Council is proposing for 1991-92 only that the College be granted a matching supplementary grant of up to \$300,000 for budget cuts approved by Council which can be demonstrated to reflect real expenditure reductions in 1991-92, but exclude expenditure deferrals or carry-forwards. These matching grants should be applied to the savings associated with the section reductions introduced in the May 1, 1991 budget and further budget savings which the College can effect. This would mean that at a minimum the College would receive a supplementary matching grant of \$103,000. It is hoped that these inducements will encourage the College to make sufficient expenditure reductions now to accommodate any necessary later adjustments and help avoid a *fait accompli* end-of-year deficit.

Fourth, given Council's concern with the softness of some of the revenue or

5. Ontario College of Art, Estimated Combined Revenue and Expense for the Year Ended May 31/92, May 1, 1991.

expenditure offset assumptions contained in the current budget and the uncertainty as to the budget liability associated with in-year salary negotiations, Council recommends that the College be instructed to not make commitments to the expenditure of at least \$150,000 of budgeted equipment and furniture expenditures until such time as the costs of salary settlements are known. If the College did not elect to reduce these expenditures as part of the matching grant expenditure reductions, this hold-back would be used for the expressed purpose of reallocation to other expenditures if it appears the a balanced budget will not be achieved at the end of the fiscal year. Upon completion of collective bargaining, if the College could demonstrate that the budget would continue to be balanced, it would be authorized to expend the hold-back in the originally planned manner.

The final two recommendations reflect Council's conviction that while it is important that the College exercise responsibility for its budget, Council feels that there is a need for some further provision in the budgetary process for the coverage of any in-year cost increases which might exceed currently budgeted contingencies. If the College wishes to identify other budgeted expenditures as hold-back items in place of the equipment and furniture expenditures identified by Council it should be asked to seek Council approval for such substitutions so that Council and Government can be assured that they are reasonable. Nevertheless, the College should have the ability to alter the source of its hold-back funds if it believes it can identify more appropriate expenditure categories for deferral. It should be noted, however, that even with the hold-back and matching grants provisions, the College may not cover all in-year budget liabilities and that the College may need to look at further expenditure reductions. It would be presumptuous and ill-advised for Council to set a hold-back which has the pretext of exactly meeting new budget liabilities. Council has no illusions or intentions that this is the case. Council must operate on the assumption that the College administration will be able to successfully meet its budget. It has every confidence that this will be the case.

Accordingly, Council *recommends to the Minister:*

OCUA 91-34

ONTARIO COLLEGE OF ART EXTRAORDINARY FUNDING 1991-92

THAT according to the provisions outlined in this advisory memorandum, the Ontario College of Art be provided an extraordinary grant for 1991-92 of not greater than \$300,000, with the grant to be set at a level matching budget savings effected by the College and approved by Council for this purpose.

In closing, Council would like to make a note of appreciation for the cooperative approach the College has taken to this difficult issue. As can be seen by the comments made, Council and the College are fairly close to agreement on the budget for 1991-92. The largest differences result from the uncertainty of future budget expenditure liabilities resulting collective bargaining and the degree to which this must be guarded against in the budget. The extremely cordial and cooperative spirit with which this difficult budget process has been conducted suggests that the much broader mission, program and administrative analysis to be conducted by the Task-force appointed by Council will be productive for all concerned as well.

Dr. H. V. Nelles,
Chairman

June 21, 1991

91-V The Establishment and Development of Provincially-Assisted Degree-Granting Institutions in Ontario

1.0 Introduction

Two ministerial references have caused Council to think about how new provincially-assisted institutions are established, the guidelines and principles governing their subsequent growth and development, and the resulting structure of university-level education.

This Advisory Memorandum proposes a set of procedures to be followed and criteria to be applied in the event that existing provincially-assisted institutions seek a change in their status. Similar procedures and criteria are proposed to determine the need for and viability of proposals to establish wholly new, autonomous, provincially-assisted degree-granting institutions. To evaluate the quality of education provided by new, evolving and existing institutions, a system of institutional and program evaluation is proposed.

2.0 Background

It is a curious fact that questions that have long lain dormant suddenly arise, assume an urgency and demand to be answered. For many years the Government of Ontario did not pose, much less answer, the question 'how do new universities come into being in the province'. Most needs could be met through the growth and development of the existing institutions. Public policy was also very clear and it reinforced that perception. In the 1960's, the Government of Ontario declared that a sufficient number of universities had been created to meet provincial requirements for the foreseeable future; it would guarantee a place for each qualified applicant within that system, and that public funding would not be extended beyond the existing complement of provincially-assisted institutions. That policy of boundary setting was reinforced by the Degree-granting Act, 1983, and the policies which limited the power to grant secular degrees to provincially-assisted institutions. A perception of adequacy and a policy of containment held the question of institutional and system development in abeyance for two decades.

As the university system grew very rapidly in the late 1960s and early 1970s, the concern persisted that not all institutions would be viable. They might not all be able to attract sufficient students. This concern was reinforced by the expectation that enrolment would drop appreciably when the population of youth of university age contracted in the mid-1980s through the mid-1990s. This fear was not laid to rest until the late 1980s when it became clear that rising participation rates would offset the decline in the numbers of youth.

Over time, the system has matured and, certainly in some cases, institutions have filled to overflowing. It is no longer immediately obvious that we have enough institutions to meet all our needs. Demographic projections point to a future surge in the university age population, especially in the Greater Toronto area. The perception of adequacy has also been tested by critics of higher education who suggest that although we may have enough universities in the classical sense, what we may need are different kinds of institutions serving different needs in different ways. As funding inadequacy and enrolment growth have imposed compromises on quality, other critics have called for a deregulation of degree-granting and the opening of a "private" university sector to provide competition for a system perceived to be in decline. All of these factors have forced a rethinking of public policy; that, in turn, has unleashed local and institutional ambition.

Council has already addressed the question of free-standing secular degree-granting institutions in Advisory Memorandum 90-VI. Here, Council concerns itself with procedures and criteria to be applied in consideration of the expansion and structuring of the

provincially-assisted system over the next decade. Two ministerial references, widely separated in time and from two different governments, on particular institutional aspirations provided the immediate stimulus for this general reconsideration of policy. In 1988, the Honourable Lyn McLeod, Minister of Colleges and Universities, initiated this extended examination of general policy by asking for advice "with respect to the request from Nipissing College that I support legislation which would grant it independent degree-granting status."¹ As Council neared the completion of its deliberations over an amended Nipissing College application in the spring of 1991, the Honourable Richard Allen, Minister of Colleges and Universities asked Council's advice on "changing the status of Ryerson Polytechnical Institute to that of a polytechnic university."² Consideration of these two specific requests necessarily involved Council in a review of general policy beginning with a consideration of the de facto structure of the Ontario university system that we have inherited.

A compartmentalized system of degree-granting institutions emerged out of the system expansion of the 1960s: 15 universities³ and seven institutions⁴ with specialized missions, plus affiliated and federated colleges. The 15 universities possessed rights inscribed in their charters and acts of incorporation, "to grant any and all degrees." In effect, the 15 universities (and some of their federated and affiliated constituents, who hold these powers in abeyance) in law possess equally unlimited degree-granting powers. The others are not called universities and possess either no degree-granting powers or powers limited to grant specifically named degrees.

Institutions followed different routes to degree-granting autonomy. Some institutions developed after long periods of affiliation with existing universities, e.g., the precursor institutions which were combined to form the University of Guelph, had long been affiliated with the University of Toronto. Assumption University was affiliated with the University of Western Ontario for more than 30 years before it was granted degree-granting powers. It, in turn, was subsumed within a secularized University of Windsor. The precursor of University of Waterloo was affiliated with the University of Western Ontario for many years. York University had a period of affiliation with the University of Toronto before it became fully independent.

Other institutions developed out of non-degree granting institutions. Lakehead University, which began as a technical institute in 1946, grew into a College of Arts, Science and Technology in 1957 and became a university in 1965. Laurentian University, University of Waterloo and University of Ottawa evolved out of previous institutions. Carleton University was Carleton College for a number of years before it became a full university in 1957.

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1. Letter from the Honourable Lyn McLeod, Minister of Colleges and Universities, to Dr. Paul Fox, August 25, 1988.
 2. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H. V. Nelles, March 27, 1991.
 3. Brock University, Carleton University, University of Guelph, Lakehead University, Laurentian University, McMaster University, University of Ottawa, Queen's University, University of Toronto, Trent University, University of Waterloo, University of Western Ontario, Wilfrid Laurier University, University of Windsor, York University.
 4. The Ontario Institute for Studies in Education; Nipissing College; Algoma College; Collège de Hearst; Dominican College; Ryerson Polytechnical Institute; Ontario College of Art.

In the hurry-up years of rapid growth in the early 1960s, two universities - Brock and Trent - were created de novo and given powers to grant degrees without periods of affiliation or existence as colleges or institutes. At the time of receiving full powers, they were only in the planning stages.

The system has been essentially "frozen" since that time, although there have been a few adjustments on the margin. Waterloo Lutheran became secularized and fully funded, and its name changed to Wilfrid Laurier University; Ryerson Polytechnical Institute, which had no degree-granting powers, acquired the authority to grant specified degrees in the early 1970s. A decade later, its Act was changed to allow additions to this list made by regulations and by the Lieutenant Governor in Council.

A period of massive growth in enrolment has taken place since the 1960's but all of it has been contained within the established institutional structures. As the system has been growing, it has been in a period of structural stasis for some time. The underlying assumptions of what has come to be known as the Robarts Policy⁵ have usefully served the province for 20 or more years. Now there are challenges to these established paradigms. Several long-standing social issues are now demanding attention, namely redressing gender, social and socio-economic imbalances.

It is also necessary to rethink received policy because existing institutions are signalling that they are ready for further development; an affiliate (Nipissing College) and a limited degree-granting institution (Ryerson Polytechnical Institute) have asked to be given status comparable to that enjoyed by the 15 universities. Following the release of Vision 2000, discussion has begun concerning the possibility of Colleges of Applied Arts and Technology - alone or in conjunction with the universities - having increased involvement in degree programs. Demographic factors, combined with ever rising participation rates, indicate that growth and development in the next decade must be anticipated and planned for now.

Even if existing institutions have not reached the limits of their possible growth, the question arises whether already large scale institutions should be expanded even further. When should new, and in some cases different, institutions be created? Under what circumstances should generalized degree-granting power be conferred and when, if at all, should degree-granting be linked to specialized mission?

As we now contemplate the creation of new institutions and the evolution of existing institutions, it is incumbent upon Council to advise the government on an appropriately rational, fair, and discriminating regulatory framework to govern system development. Such a process must provide a means of assessing the "environmental impact" of change, comparing the relative merit of competing proposals, ensuring that public policy objectives are met while respecting academic freedom and institutional autonomy, maintaining the Ontario standard of education, and allowing the system to grow and adapt. It is also time to re-examine the structure of the system and to consider whether all university-level institutions should be endowed with broad and unqualified degree-granting powers, with differentiation between them being maintained only by funding policies, or whether degree-granting authority should be sub-divided to correspond to specialized missions mandated by the legislature. In view of the growing need for education, research and training at the university-level and taking into account traditions of academic freedom and institutional autonomy, should degree-granting authority be divisible or not? Should status depend upon function?

5. In a statement to the Legislature, March 21, 1963, John Robarts, Minister of Education, effectively capped the number of universities to be created; promised that the government would guarantee a place for any qualified applicants to one or another of these institutions and required that the formation of all other colleges be accomplished henceforth by affiliation with an existing institution. Hansard, March 21, 1963, pp. 2007 - 2009.

3.0 The Structure of the System

It is important at the outset to ask the question "what kind of university system do we want?" Policies and structures should be geared to achieving desired outcomes. The long-standing objectives for the Ontario university system, developed in the first instance by Council, and accepted by government as policy, are as follows:⁶

1. To develop a more educated populace.
2. To educate and train people for the professions.
3. To provide for study at the highest intellectual level.
4. To conduct basic and applied research including development and evaluation.
5. To provide service to the community.

These goals were to be achieved "through the provision of widely-accessible undergraduate programs in Arts and Science"; through the support of programs in Law, Medicine, Theology, Dentistry, Pharmacy, Engineering and other professions in a few institutions; by good quality graduate programs to serve the needs of the universities themselves, government and industry for personnel with advanced training; by encouraging a deeper commitment to the different types of research endeavour throughout the system and engendering a spirit of partnership with other parts of the research network, and finally government encouraged all institutions to make their knowledge, facilities and cultural activities accessible to a variety of communities, from the local through national, provincial and international. Any change therefore should be considered against a background of the accepted goals for the Ontario university system.

The meaning of the word "university" would appear to have been well understood in the 1960s when so many new institutions were created even if it was not clearly articulated. While all universities received equal powers, they did not possess unlimited capacity to exercise those powers. Status has been open-ended, but funding has been tight. A highly differentiated system evolved under the influence of internal policies of educational specialization and government-imposed regulation, exercised through the funding mechanism, to rationalize development, especially in the expensive undergraduate professional, quasi-professional, specialized and graduate areas. Through a process of institutional choice, and adjusting at the margins, a system of similar but differentiated universities has evolved. By individual means and in quite different measures, they all advance the five basic objectives of the system.

At the same time, several related institutions, without degree-granting power or with precisely specified powers, were also expected to advance government objectives. But they were to do things universities were not expected to do, or were expected to specialize in subjects or kinds of education in ways that set them apart from the 15 universities. Examples would include the Ontario College of Art and the Ontario Institute for Studies in Education on the one hand, and Ryerson Polytechnical Institute on the other. Functional specialization enshrined in statutes was the second method of establishing a structure for the Ontario university system.

Regulatory structures play an important and useful role in achieving goals. Structures give direction, inspire confidence, provide continuity, and permit a measure of control over development. A clearly articulated and diligently administered structure makes it possible to:

- **Maintain values and standards.** The statutory power to set standards for degrees on an independent and self-regulated basis is a privilege in the ancient

6. Ontario Council on University Affairs, Annual Report, 1978-79, Statement of issues, pp. 11 - 12.

sense of a "private law". A group of people is given the power to grant or withhold "bundles of rights". There must be a clear idea of what characteristics are necessary and sufficient for the public to entrust this privilege to a group and to be confident that the values and standards will be upheld;

- **Identify goals.** If policy objectives require specialized institutional missions, bright lines should be drawn around those roles to guide internal planning and external evaluation;
- **Establish limits.** To respect academic freedom and institutional autonomy, the boundaries within which those freedoms might be exercised should be clearly specified at the outset;
- **Co-ordinate change.** Institutions must "fit" within the goals spelled out for the system and within a group of already defined institutions. Structures facilitate planning and the rationing of scarce resources;
- **Protect consumers.** Names signify things. The public should have the right to expect that a university or a post-secondary institution with another name possesses the characteristics and qualities that are normally associated with those names. Those with degrees must be assured that the currency of their degrees would not be devalued in the course of development or redevelopment of institutions.

Can the existing structure be usefully adapted to meet anticipated needs? The de facto sub-divided structure of degree-granting institutions in Ontario was not enshrined in any policy declaration. What is a university and what is not a university are questions that have not been explicitly answered.

During the course of preparation of its advice, Council invited the universities to define themselves, but few elected to address the question directly. The responses received from the universities tended either to distinguish university-like characteristics in relative terms, by way of contrast to those of other institutions, or to stress as a test of distinction the unique complementary mission of teaching and research conferred upon universities. Defining statements typical of the latter type would include Brock University ("It is erroneous to contemplate a degree-granting institution with a mission which does not include both teaching and research in equal measure"), and Lakehead University ("certainly the element that is the distinguishing characteristic of universities amongst other post-secondary institutions is the creation of knowledge"). Typical of the former would be the views expressed by University of Guelph ("The differentiation of university colleges from so-called research-intensive universities is rather subtle, as it lies in the nature of scholarship and the more comprehensive definition of education") and Queen's University which set forth the qualities of full service universities ("these institutions offer a comprehensive array of undergraduate and graduate programmes and a commitment to research activity. Their principal distinguishing characteristics include research intensity, a wide array of doctoral programmes and the comprehensive nature of their offerings.").

With only a little boldness, it is possible to make a general statement about the formal nature of the universities in Ontario, based upon their implicit characteristics and current practices. As defined by their attributes, Ontario universities all have at the core of their operations faculties of Arts and Science, which are capable of offering a wide range of undergraduate programs in the Core Arts and Science disciplines, the Humanities, Social Sciences, Mathematics and Natural Sciences. They are all also capable of offering graduate programs and all do so. From that common base, the range of programs institutions offer

varies widely. Most institutions offer one or more professional programs and/or quasi-professional programs in addition to their graduate programs. All institutions encourage research and scholarship in addition to teaching, and are able to do so because the great majority of their faculty have been trained to be generators of knowledge through graduate studies. The majority of faculty hold doctorates, or, in the case of performance and professional programs, an advanced or terminal degree. In addition, and in common with other post-secondary institutions, universities are dedicated to excellence in teaching for the enrichment of Ontario society and the encouragement of lifelong learning for individual and social betterment.

If an institution lacks these formal attributes, what degree-granting authority ought it to have, if any? Many different kinds of special mission institutions might come into existence in Ontario serving specialized societal needs. Some might focus upon undergraduate teaching; others might emphasize certain thematically related programs; others might be research institutes with limited teaching functions. The faculties of these varied institutions might possess different formal qualifications; offer different kinds of programs in different ways; and admit students with different entrance requirements than the universities.

Council has consulted widely and reflected on what structures should guide the future development of university-level institutions. In doing so, it has focused its attention upon the legal powers institutions might have and not the funding arrangements under which they might operate. In its consultations with the institutions, Council has discussed two basic options: a system of institutions with equal degree-granting powers, and a partitioned system in which degree-granting would be sub-divided according to formal characteristics and function.

Under a unitary degree-granting paradigm, formal criteria for degree-granting powers would be established. Any institution meeting those criteria would receive the powers, or a developing institution might be given authorization to strive to meet those standards within a specified period. Those not meeting the threshold would be denied all degree-granting powers. The critical characteristics would be those which were necessary and sufficient for the confident exercise of degree-granting powers. Institutions ready for degree-granting powers could use the title university without qualification or modification and grant any and all degrees.

In a system of sub-divided degree-granting authority, institutions possessing university characteristics would be authorized to grant any and all degrees. Institutions not possessing those characteristics or institutions with specialized missions determined by government or by the institutions' governing bodies would receive circumscribed degree-granting powers. Some of these institutions might, in time, attain the threshold characteristics required for unlimited degree-granting authority; others might freely develop satisfactorily within the ambit of their mission or be mandated by legislation to develop along clearly understood lines. To expand beyond those frontiers (or to abandon certain responsibilities) would require explicit government approval.

There are arguments to be made on behalf of both options. In support of a system of varied institutions with identical degree-granting powers, there is the argument from history: at an earlier time, less developed institutions received open-ended powers without having to meet exacting standards. It must be acknowledged the rules have changed, but that is true in all realms. There is the argument from equity: why should an institution with university-like characteristics be absolutely precluded from certain roles or development paths? There is the argument from essences: there is a wide-spread belief that all degree-granting institutions must engage in research as well as teaching since research informs teaching at the advanced level. And there is the practical, but by no means, logically compelling argument from credentialism. According to this line of thought, mission differentiation is an inherently unstable condition. Over time, the mission of post-secondary institutions inevitably creep.

There is, however, one large problem associated with having only one category of

degree-granting institutions all with the same powers. If the threshold is set too high on the academic scale, an unreasonable number of quite desirable and useful institutions would be denied status to grant degrees. On the other hand were it set too low, the term "university" and university status would be drained of meaning. Moreover, there is much to be said in building institutions for an alignment of powers with mission and responsibility, not just in logic, but also as a means of conferring precise identification and public purpose. A sub-division of degree-granting powers would also make it possible for new types of institutions to be established to meet emerging needs. As the University of Guelph noted: "We feel strongly that the possible expansion of the Ontario university system should be seen as an important chance to diversify the system. We oppose the idea that all institutions should somehow be fitted into a single category."⁷

The system, however, is far from agreed as to whether a homogeneous or sub-divided regime of degree-granting powers would be in the best interests of the province. Those respondents favouring only one category of institutions included Brock University, Lakehead University, Nipissing College, Trent University, University of Waterloo, University of Western Ontario, York University and OCUFA. The reasoning in each case differed; some wanted high standards to be maintained; others believed differentiation could be maintained through funding policies; others perhaps feared the thin edge to the differentiation wedge, and some, like OCUFA, worried that with partition "a further devaluing of teaching would result, and attempts to make teaching an equally important partner to research would be undermined. We need to diminish barriers among postsecondary institutions, not erect new ones."⁸

Those who argued for sub-division included Carleton University, University of Guelph, McMaster University, OISE, Queen's University, Ontario College of Art, Ryerson Polytechnical Institute, Council of Ontario Universities and the Canadian Organization of Part-time Students. These briefs stressed that not all degree-granting institutions should be universities; that the diversity of educational needs called for a constellation of different kinds of institutions. One large blunt instrument for so many purposes seemed unwieldy. A more flexible public policy would encourage diversity in program delivery. For instance, COPUS gave this reason for supporting the concept of sub-divided degree-granting power: "What Ontario needs are teaching facilities that will provide applied education in technological areas in order to increase our competitiveness."⁹

After reviewing the arguments, Council concluded it is not desirable in a period of scarce educational resources and for all time to insist that only institutions capable of dedicating the traditional one-third or more of their faculty effort to research and scholarly work be able to grant degrees. While the teaching faculty of degree-granting institutions should continue to engage in professional development, which may include scholarly work and moderate investments of time in research, public policy should admit to the possibility of undergraduate institutions prepared to commit a majority of their faculty effort to teaching and scholarship involved in professional development. Council also rejects the notion that all degree-granting institutions in Ontario should engage in graduate studies. It is not appropriate to exclude categorically institutions whose mission is primarily teaching. Many four-year colleges, primarily with teaching missions, flourish and perform distinguished service in other jurisdictions. The development of purely undergraduate teaching institutions (or for that matter graduate research institutes) should be allowed for in the planning and development

7. Letter from Dr. Brian Segal, President, University of Guelph, to Dr. H. V. Nelles, June 7, 1991.

8. Letter from Professor Bill Graham, President of OCUFA, to Dr. H. V. Nelles, April 12, 1991.

9. Letter from Mr. Thomas Hui, President of COPUS, to Dr. H. V. Nelles, July 19, 1991.

of this province's response to societal need. Similarly, Council believes that institutions whose primary focus is the application of knowledge should be able to grow and develop in this province if societal need leads in this direction.

Not all degree-granting institutions must be universities. Certain system-level objectives could, and in our view should, be pursued by different kinds of institutions. Council believes that by a sub-division of degree-granting powers in Ontario, the provincial system of university-level education will be in a better position to meet societal needs. A partition of this sort seems to work well in other jurisdictions. Carefully thought-out institutional missions should provide ample opportunities for growth and development, demand excellence in achieving worthy objectives, be crafted to ensure that status anxieties be avoided, and fit together with the mandates of other institutions so as to permit student mobility within the system.

Accordingly, Council *recommends to the Minister:*

OCUA 91-35

SUB-DIVISION OF PROVINCIALLY-ASSISTED DEGREE-GRANTING INSTITUTIONS

THAT provincially-assisted degree-granting authority in Ontario be sub-divided between institutions with the power to grant any and all degrees and the right to use "university" in an unqualified manner in their titles and special mission institutions with names and degree-granting powers appropriate to their mandates and functions.

3.1 Characteristics of Universities

Recalling the five goals of the university system in Ontario, Council believes that universities should continue to be institutions that are capable of responding to all of the goals. Specific tests are outlined in detail in Appendix A.

Universities should be institutions dedicated to the pursuit at the highest level of teaching, learning and the advancement of knowledge. They should be independent, humane, intellectually vital, pluralist, stable and self-respecting. That is to say they should be free to pursue their mission without reference to outside authority; conscious of the values underpinning a democratic society; ready to accept the challenge of the new and subject received truths to searching test; able to approach the problem of knowing from a variety of perspectives; remain organizationally and fiscally stable to ensure continuous, undistracted study, and live up to the traditional values of the university. Responsible pursuit of these objectives renders them worthy of the academic freedom, institutional autonomy, and public support they have been accorded and ensures their more than utilitarian service to their societies.

In particular, universities should be capable of responding to the goal of developing a more educated populace through the provision of a fully developed, comprehensive array of undergraduate programs in arts and science, the humanities, social sciences and mathematics and the natural sciences. Council believes that universities must have all the resources in place to offer four-year honours or specialist programs and general or pass programs, in all the core arts and sciences as defined in Advisory Memorandum 82-VII with the exception of theology. Council acknowledges that theology has and continues to play a long and distinguished role in many universities in this province. It does not, however, believe that it is appropriate in a pluralistic society to make theology a requirement.

Council also believes that universities should have as part of their roles the education and training of people in one or more of the professional or quasi-professional programs. In pursuit of the goal of providing for study at the highest intellectual level, Council believes

that universities should be capable of offering graduate programs in at least three disciplines or multi-disciplinary areas. Anything less than this would represent an unacceptably small core of graduate faculty, too small to establish and monitor academic policies.

Universities should also be fully committed to research. This means many things, but two essential characteristics stand out. First, the faculty have been educated and trained to engage in original research. In most disciplines, this means doctoral studies and in those disciplines, universities will have a clear majority of their faculty with doctorates. In the performance and some professional disciplines, it may mean some other kind of terminal degree. In universities, faculty in those disciplines will possess the appropriate graduate degrees. Secondly, most of the faculty employed by universities are expected, either explicitly or implicitly in their contractual obligations to the universities, to engage in the pursuit of new knowledge through research and other scholarly activity. Finally, in common with other degree-granting institutions, universities should provide a broad range of services to the community.

In human history, nothing can be guaranteed. But to the extent that it is possible, the standards proposed in this memorandum serve to sustain the meaning and value of the university. The breadth demanded by the core disciplinary requirement serves to maintain standards, provide different approaches to knowledge, and demand discourse across fields. The research requirement holds the institution to the highest national and international standards as do the responsibilities of graduate instruction. The facilities and personnel of the Ontario system measure up well against public institutions elsewhere and those standards should be maintained as the system grows and changes. It is not enough to dream of the ideal; one must be able to afford it.

Accordingly, Council *recommends to the Minister:*

OCUA 91-36

CHARACTERISTICS OF PROVINCIALY-ASSISTED INSTITUTIONS

THAT provincially-assisted institutions using the word "university" in an unqualified manner in their name should possess the following characteristics:

- They should have strong faculty resources dedicated to the achievement of teaching at the highest level of quality.
- Their faculty should be educated and trained to engage in original research and other scholarly work and the institution should be prepared to commit a significant proportion of resources to research and other scholarly work.
- They should have the faculty resources in place to enable them to offer four-year honours or specialist programs in the Core Arts and Science disciplines, except theology.
- Sufficient faculty should be in place to enable the institution to offer graduate programs in three or more disciplines, or three multi-disciplinary programs.
- Human and other resources should be of a quality that is comparable to those of the existing provincially-assisted universities of Ontario.

3.2 Special Mission Institutions

Ontario should permit the development of special mission institutions designed to meet

specific societal needs, be they university colleges dedicated primarily to undergraduate teaching, institutes of science and technology conducting teaching and research at various levels, etc. These institutions would have names which clearly indicate their distinctive missions and they would have degree-granting powers which enable them to grant specific named degrees. If the word university is used in the title of the institution, it should be qualified or modified in an appropriate manner to signify this special mission.

Accordingly, Council *recommends to the Minister:*

OCUA 91-37

CHARACTERISTICS OF SPECIAL MISSION INSTITUTIONS

THAT special mission institutions should possess the following characteristics:

- They should recruit faculty qualified to teach the programs leading to the degrees named in the incorporating act of the institution.
- They should possess the other human and physical resources necessary to provide the programs leading to the degrees they would be licensed to offer.
- Their names should reflect their special characteristics and degree-granting powers. They must use the word 'university' in their titles but only in a qualified sense.

3.3 Single-Discipline Institutions

From time to time, single-discipline institutions are created which provide focused study and research in a single discipline. Universities have attached to them many specialized institutes and centres where scholars are brought together for research and service activities and sometimes teaching, usually at the graduate level. The Province has created a few single-discipline institutions but none with independent degree-granting powers. The Ontario Institute for Studies in Education and the Ontario College of Art are examples.

Degree-granting institutions are by nature self-regulating. Council believes that for academic self-regulation to be effective in the long-term there needs to be balance, depth and breadth in the faculty. A group of faculty in a single discipline can become overly inward-looking and self-preoccupied. It will lack the stimulation of interaction with other disciplines and its academic policies and its standards in practice will not have been subjected to outside scrutiny of colleagues from a number of disciplines. Council believes that independent, single-discipline institutions should not be created. However, if created they should not normally be given independent degree-granting authority but should derive such authority through affiliation with another institution.

Accordingly, Council *recommends to the Minister:*

OCUA 91-38

SINGLE-DISCIPLINE INSTITUTIONS

THAT single-discipline institutions should not normally be chartered as independent, provincially-assisted degree-granting institutions in Ontario. Single-discipline institutions should derive degree credentials for their programs through affiliation with other provincially-assisted universities.

Those proposing to establish or evolve towards university status ought to know what standards must be met and how their applications will be judged. Thus, the first question to be asked of an application for a newly established or evolving institution is whether it meets the structural requirements of university status with the attendant name and degree-granting authority. Those seeking to create institutions dedicated to more particular purposes compatible with the objectives for the system as a whole should not be discouraged. Rather certain kinds of degree-granting power should be extended to such institutions should they meet the requirements set out below. Applications should then be judged on merit, against the criteria established in the following pages for different kinds of degree-granting power.

4.0 Guiding Development

Council believes that the re-development of existing institutions or the establishment of new institutions should be conducted in an orderly, open and planned basis. Currently existing institutions are barely able to meet the demand for university-level education and maintain acceptable standards of quality. Resources are extremely limited. The development of institutions need not and should not take place on the same hurried basis as in the 1960s. Resources are now too scarce for us to be able to afford mistakes. At the same time, an element of dynamism must be protected; it would be damaging to encase the Ontario university system within a rigid structure which provided no room for evolution or legitimate aspiration.

In this memorandum, Council will specify procedures and criteria for the determination of what might be thought of as the "environmental impact" of proposals. Council believes that system-development should be guided by three overriding considerations and that processes should be instituted to evaluate each:

- societal need and cost;
- basic viability and suitability of role;
- quality and readiness for self-government.

Insofar as it is possible in a preliminary way at this stage, Council will describe a method of determining societal need, cost, basic viability, and suitability of role for proposals for either university or special mission status. Secondly, Council will recommend a process of evaluating institutional and academic quality and readiness for self-government, consistent with Ontario experience, for new and existing institutions.

4.1 Societal Need and Cost

Proposals for establishing new institutions or reconfiguring existing ones may emerge from time to time either from the institutions themselves or from planning exercises. Council believes that the development of institutions should be undertaken only in the light of clearly established societal need. While it is difficult to be definitive about how societal need is manifest under all circumstances, there should be clear evidence that needs are either not being met or may not be met in the foreseeable future by the existing institutions. Needs would include not only demand driven by demographic trends, but also needs for different kinds of education or employing different instructional methods. Need may also arise when particular regions cannot be adequately served by existing institutions. Above all, societal need should take into account the practical difference the proposed change will mean to students currently or subsequently enrolled.

Council also believes that funding the development of new institutions or changes in the mandate of existing ones should depend on the province having as a first priority the adequate funding of the current institutions. At a very minimum, Council believes that the existing institutions should not be allowed to deteriorate as a result of the funding required to add new institutions or to change the mandates of existing ones. New resources above

current commitments should be provided to sustain new initiatives.

This conviction, however, should not stand in the way of all change. Council recognizes, that there may be circumstances where, from time to time, new initiatives arise and require special funding. Ideally new resources above current commitments should be provided to sustain new initiatives. New initiatives undertaken at the expense of existing levels of activity should be for declared priorities. Council may well offer advice as to whether the costs involved, in view of alternative uses, would be justified. First consideration would in those circumstances be given to the ability of the proposal to further the five goals established for the system.

Accordingly, Council *recommends to the Minister:*

OCUA 91-39

CRITERION OF SOCIETAL NEED AND COST

THAT in light of current under-funding of existing institutions, proposals for the establishment of new institutions and for changes in the category of existing institutions must be justified on the basis of societal need and cost.

4.2 Basic Viability and Suitability of Role

Council also believes that proposals for the establishment of new institutions and the development of existing institutions must be based upon sound planning principles and be demonstrably viable. Council believes that proposals for new institutions and for the evolution of existing institutions should be accompanied by full planning documentation and that this documentation should be tested for the soundness of the planning assumptions underlying the proposal including the enrolment projections, costs, income and expenditures.

Role definition for the new or evolving institution should make sense within the system. Institutions should fit together in a coherent and integral fashion. Mandated responsibilities should not be freely abandoned; excessive and unnecessary duplication should be avoided; and a full range of institutions should be supported to meet the varied social and individual needs of the citizens of Ontario.

Accordingly, Council *recommends to the Minister:*

OCUA 91-40

CRITERION OF BASIC VIABILITY AND SUITABILITY OF ROLE

THAT proposals for the establishment of new institutions and for the re-development of existing institutions must be assessed for the soundness of the planning assumptions under which they are proposed, and suitability of defined role.

It is proposed that the Ontario Council on University Affairs would be the appropriate body to conduct such a review of need and cost on the one hand, and basic viability and suitability of role on the other.

4.3 Quality and Readiness for Self-Government

The public expects that educational institutions will offer programs of high quality. Educational standards must be maintained. Indeed, in present circumstances, an argument could be made that they should be improved. The public deserves to be reassured in this regard. Council, therefore, believes that proposals for the establishment of new institutions and for the re-development of existing institutions must be subjected to detailed scrutiny, not

only to ensure their need, basic cost viability and suitability, but also to attest to the quality of each aspect of the operation of the proposed institution and provide assurance that the institution is capable of responsible self-government in those areas of its autonomy.

There are a number of factors to be taken into account in approaching the question of academic quality. The first, and in some respects the most important, is who is to be the judge? Democratic traditions have typically established fairly clear lines of jurisdictional competence to respect academic freedom and institutional autonomy. Though church and state have not been separated in this country, the university and government have been for what are generally believed to be higher reasons of state. Secondly, there are practical considerations to take into account. A system should be simple, trustworthy, reliable, inexpensive and it should work. A system of academic appraisal must therefore be established which is effective as a guarantor of quality, and at the same time, respects the bounded autonomy of academe.

Council has examined the accreditation and academic quality appraisal experience of other jurisdictions in North America. Accrediting or appraisal regimes which are run solely by voluntary associations of institutions are vulnerable to the criticism that standards over time succumb to self-serving forces. Council has also concluded from its review of prevailing practices elsewhere that whether the assessments are of the whole institution or of specific programs, they normally involve assessments of the soundness of the whole institution. In these assessments, the following aspects are examined: mission, governance, management, planning, curriculum, teaching resources, library and equipment, space, finances, support staff, and ancillary operations. These practices appear to be premised on the notion that quality is dependent not only on faculty qualifications and libraries, but also on sound management and planning, high quality support services and other resources. Council agrees with the appropriateness of these practices. It therefore believes that new institutions should be subject to quality assessments using the criteria outlined in Appendix B. These criteria have been developed following consultations with the institutions and other organizations.

Peer-adjudicated evaluation is the norm in those jurisdictions with accreditation procedures either voluntary or government mandated. Council would reaffirm this principle. Council believes that peer-adjudication ensures that judgements about academic quality and readiness for self-government are made by those with the necessary expertise and are free of inappropriate influences. They are therefore credible and reliable.

Council believes that the criteria developed for peer-adjudication should take as their norm the standards of quality that generally prevail among the fifteen provincially-assisted universities of Ontario. In each of the established criteria, the institution's policies, programs and resources should conform to prevailing practices of the existing provincially-assisted institutions. The general norm, however, should not be the sum of the minimum values of the criterion reference points. While the institution must meet the minimum reference point of each of the criteria, the ultimate test is whether the institution as a whole possesses the standards, policies, programs and resources that fit within the standards, policies, programs and resources of the provincially-assisted universities. Momentary deviation from these standards, by reason of *force majeure* should not jeopardize degree-granting status.

Independence implies a judgement as to readiness for self-government. Legislation providing for legal independence conveys a wide range of freedoms associated with the terms academic freedom and institutional autonomy. Government must therefore be convinced that these freedoms will be exercised responsibly and that academic autonomy can be conferred with confidence. Therefore the applicant should be able to answer confidently the question is it capable and ready to govern itself? Universities, as well as special mission institutions, should be able to demonstrate the capacity and readiness for academic self-regulation to the academic appraisal body.

Accordingly, Council *recommends to the Minister:*

OCUA 91-41

*CRITERION OF ASSESSMENT OF QUALITY AND READINESS FOR
ACADEMIC SELF-REGULATION*

THAT proposed new institutions and institutions proposing a change in status should be subject to a detailed assessment of quality and readiness for self-government. This assessment of quality should examine the whole institution and each aspect of its operations. The review should be conducted on a peer-adjudicated basis. The specific criteria should be developed along the lines outlined in Appendix B.

Council believes that such appraisals should not be conducted by the government itself and will be more credible if not conducted by the collectivity of institutions. Council should therefore establish a sub-committee, similar to the Academic Advisory Committee, to supervise these initial appraisals of institutional competence and quality. This body should also conduct the ongoing Institutional Performance Reviews discussed below. Should these recommendations be accepted, OCUA would proceed directly with the consultative process necessary to refine the guidelines and structures required which in a preliminary way are spelled out below.

4.4 Procedures

As recommended, proposals for the establishment of new institutions and for a change in the status of existing institutions should be evaluated under three major headings: (1) societal need and cost, (2) basic viability and suitability of role, and (3) quality and readiness for self-government. However, new institutions should be handled in a slightly different way than already existing institutions seeking change. Proposals for new institutions would, of course, be evaluated first for societal need and cost to society, and the basic viability and suitability of role of the proposal would also be examined. The assessment of quality and readiness for self-government would normally be preliminary and provisional, based on planning documentation. Council believes that new institutions should not immediately be given independent degree-granting powers but should be affiliated with established institutions for a period of five years. At the end of this five-year period, the institution should be subject to the recommended peer-adjudicated appraisal which would render a final judgement on quality and governance issues.

Accordingly, Council *recommends to the Minister:*

OCUA 91-42

WAITING PERIOD FOR WHOLLY NEW INSTITUTIONS

THAT new institutions, whose proposals are found acceptable on the basis of societal need and cost; are judged to be viable and suitable developments within the system; and satisfy a preliminary assessment of quality, and governance based on planning documentation should not be given independent degree-granting powers for a period of five years. They should normally be affiliated with an existing institution for not less than five years and then submit to an on-site quality appraisal.

Proposals for change from existing institutions would normally undergo evaluation and appraisal under all three criteria within the same time period. If an institution's application

could not be supported because of societal need and cost or basic viability and suitability of role, it would not normally proceed with an assessment of quality and governance. In some instances, Council might recommend a period of development be undertaken before an institution was assessed for quality.

5.0 Ongoing Quality Review and the Accountability of Existing Institutions

There is persistent concern in society about the accountability of public institutions including educational institutions. Universities and special mission institutions should be self-governing, but they should also be publicly accountable. Council believes that on a periodic basis the existing publicly-assisted institutions should undergo a quality review to inform the public as to the quality of education provided. Such an extension in the accountability of university-level institutions called for by Council stems from three concerns. First, Government has recently expressed concern with the accountability of universities. Second, on equity grounds it is difficult to argue for a quality review of new institutions when existing institutions are not required to do likewise. Third, the process of establishing new institutions should be considered to be dynamic in that it is important to monitor institutions' development towards achieving the mission and quality of programs approved under the procedures outlined in this memorandum.

The enhancement of accountability could be carried out in a very intrusive manner where Council or government attempts to conduct a close-in scrutiny of each institution's programs, administration and organization. However, Ontario universities have had a long-standing tradition of institutional autonomy based in their acts which has effectively buttressed the academic freedom of the institutions and which in turn has been in the main of great benefit to society. The alternative preferred by Council is much less intrusive into university autonomy and academic freedom and, in the view of Council, can be as effective as a more interventionist approach to achieving public accountability.

Council proposes to implement a process of Institutional Performance Reviews with the objectives of this process being the assurance of Government and the public that publicly-assisted university-level institutions in Ontario are effectively fulfilling their missions and are providing programs of adequate quality. Basically, Council believes that the public should be assured that universities are doing what the institutions say they should be doing and are doing it in a quality manner.

In the review process for new institutions, the institution is evaluated for having in place the resources required to carry out its approved mission as well as having programs which meet the Ontario quality standard. The Council of Ontario Universities indicated it believed that the quality assessment process applied to new institutions should also be subsequently applied to existing institutions on a periodic basis.

Assessment of basic institutional viability and readiness for independent status should involve a peer-adjudication process based on the standards exemplified in the provincially-assisted universities in Ontario. A positive assessment would be given only when the applicant institution was judged to have met or to be capable of meeting these standards. Once this assessment process was fully in place, it would be extended to existing provincially-assisted universities and applied on a periodic basis.¹⁰

10. Letter from Edward J. Monahan, President, Council of Ontario Universities, to Dr. H. V. Nelles, May 31, 1991.

This process of Institutional Performance Review should have two aspects. Firstly, it should assess the effectiveness of institutions fulfilling each of their missions. The intention of such a review would be to identify where the institution is or is not meeting its mission and objectives effectively, but leaving prescription for change or development in the hands of the institution. It is hoped that such a review process will ensure that institutions will have in place an effective operational mission and the procedures required to direct the institution towards the achievement of the objectives identified.

In assessing the fulfilment of mission, it is important to look at institutional efforts in instruction, scholarship and research and community service. For example, in assessing an institution's instructional mission, it would be appropriate to examine its array of program offerings in order to assess their fit with its mission as well as its efforts in scholarly research and public service.

Secondly, the institutions themselves should establish a process of regular peer reviews of all their programs. Many institutions already have such systems in place. It is a matter of extending the procedures on a systematic basis across the whole system. The Institutional Performance Review should on a selective basis audit the procedures, results, and responses by the institution to these program reviews.

By reviewing the achievement of institutional mission and selectively auditing the effectiveness of the institutions' own program reviews, Council believes that the public can be informed as to the quality of education provided by university-level institutions in the province and the extent to which they are effectively striving to fulfill their institutional missions given the resources available to them. Council sees this division as being one where the universities are responsible for the policies, procedures and implementation of the program review process and mission development, while Council will be responsible for evaluating the effectiveness of the procedures in achieving these goals.

In recommending that an institution undergo a periodic review of mission effectiveness and its academic programs, Council believes it is important to develop a procedure which assures the public that universities are accountable, but at the same time respects and upholds institutional autonomy and academic freedom. Council proposes to conduct these reviews for each institution every seven years in a manner which clearly respects universities' concerns for institutional autonomy but meets Government and the public's needs to be informed about the quality of universities as assessed in light of the resources available to those institutions to fulfil their missions.

Accordingly, Council *recommends to the Minister:*

OCUA 91-43

PERIODIC ASSESSMENT OF QUALITY FOR ALL DEGREE-GRANTING INSTITUTIONS

THAT every provincially-assisted degree-granting institution in Ontario should undergo a review of its effectiveness in achieving its mission and of the quality of its academic programs every seven years.

5.1 Criteria and Guidelines for Institutional Mission Assessment

Council believes that it is axiomatic that universities should have well defined operational missions which can guide each institution's development and operations and which define institutional orientation and program emphasis. As outlined above, in the new institution review process, appropriate mission is of critical importance. The importance Council places on the mission of existing institutions was plainly demonstrated in the corridor negotiation process. Typically, university missions have encompassed at least three functions: instruction, scholarly research and public service. Publicly-assisted universities in Ontario

should be expected to have focussed and well-defined missions which reflect the needs of the society around them. These missions should inform their resource allocation priorities, disciplinary development and methods of operations. It is not enough for the public to know that programs are of high quality, but they must also be assured that the programs offered are focussed and are achieving useful and defined purposes.

In the new institution evaluation procedure, the evaluation of mission includes not only an evaluation of the appropriateness of the mission identified by the applicant, but that it has the resources in place appropriate to the achievement of that mission. This review looks at a number of aspects of institutions which affect their success at achieving its approved mission appropriate governance, management, planning, curriculum, teaching resources, library and equipment, space, support staff and ancillary enterprises. Council believes that for existing institutions, it is not necessary and maybe too intrusive into university autonomy to review these detailed structural factors, which are necessary in the case of new institutions to see if they have the resources in place to achieve the approved mission. Instead, Council believes that it is more appropriate to review the effectiveness of the institution in achieving its mission rather than the structure to achieve it.

Through the process proposed by Council, the effectiveness of each institution in achieving its mission would be externally evaluated every seven years. Such an evaluation would assess the effectiveness in meeting the institution's objectives within the context of the resources available to the institution to achieve the objectives and other constraints faced by the institution.

The first step in this process for institutions is the development of operational mission statements for those which do not already have one in place. At the same time, the procedures for assessment of achievement of missions will need to be developed.

It is important that the assessment of mission effectiveness be conducted on the basis of a predetermined set of criteria, so that it is clear what is expected to be achieved and that institutional autonomy is respected. Council proposes to develop and refine these criteria in consultation with the universities in the next few months for implementation in 1992.

5.2 Program Assessments

Within the university sector, graduate programs are subject to quality appraisal. Some graduate and professional programs are also subject to accreditation by professional bodies with particular interests. However, the core university operations, their undergraduate programs in Arts and Science and many other quasi-professional programs, are not subject to external assessment and review. Post-secondary institutions in Ontario have been underfunded in recent years. Council is concerned that, at some point, the quality of the programs may be at risk. Therefore programs should be periodically assessed to inform the public and provide a fact base for discussion of academic quality issues.

Council believes that all academic programs should be assessed periodically at the least once every seven years. It further believes that it would be impossible and not prudent to undertake such appraisals centrally. It believes that institutions should be required, however, to conduct such critical evaluations themselves employing guidelines which the Ontario Council on University Affairs will develop in consultation with the university system. Institutions whose programs are now subject to accreditation from professional bodies could use the professional accreditation in support of, but under normal circumstances not in place of the institutional assessment. Professional accreditation can often have different objectives; professional views of curriculum and those of the academic community can differ. Council would encourage the Council of Ontario Universities, wherever possible, to arrange for voluntary collective self-evaluations of programs like the OCGS appraisals. In this regard, Council believes that the existing Ontario Council on Graduate Studies appraisal process should continue and be accepted as a measure of graduate program quality by the proposed appraisal body.

Institutions should establish their own internal means of monitoring program quality. Ideally, this could be co-ordinated on a system-wide basis by Council of Ontario Universities or some similar body. Council believes, however, that the Institutional Performance Review referred to in this memorandum should conduct an audit of the institutions' program assessments. At large institutions it would be impossible to audit all program evaluations. Council proposes therefore to randomly select programs for a detailed examination of the assessment used by the institution. The object would be to determine the effectiveness of the evaluation system and the responsiveness of the institution to observed deficiencies. It is an assessment of institutions self-conducted quality appraisals process and not an appraisal of the programs themselves.

The first step in this process will be the establishment by institutions of the program evaluation process. Many institutions already have in place well developed procedures for the review of programs. It is a matter of building upon this experience, to a certain extent harmonizing procedures and criteria, and extending the process to the remaining institutions.

5.3 Administration of Institutional Performance Reviews

The Institutional Performance Review assessments would be conducted on the basis of peer-adjudicated assessments. Normally with all assessors being external to the institution being reviewed. The cost of ongoing program quality evaluation could be drawn from the university operating grants. New or evolving institutions could be undertaken on a cost-recovery basis from the institution.

Accreditation regimes, especially those conducted by voluntary associations of institutions, are vulnerable to attacks on their credibility. They are vulnerable to the suspicion that there is a gradual erosion of the measurements of quality. Accreditation regimes in the United States have been roundly criticized in recent years. Evaluations to be thorough-going and rigorous as well as fair depend on developing and maintaining a continuity in the concepts of standards of quality and ensuring that they are applied consistently. Council therefore believes that it should manage the Institutional Performance Review process and that it should be guided by a committee of academics with staggered memberships to ensure that there is continuity in the development and maintenance of standards.

Accordingly, Council *recommends to the Minister:*

OCUA 91-44

ONGOING MANAGEMENT OF INSTITUTIONAL ASSESSMENTS

THAT the Ontario Council on University Affairs should be given the responsibility for the ongoing management of institutional assessments.

5.4 Consultations Concerning Implementation

Council has developed this notion of Institutional Performance Reviews, including an audit of the institutions' own program reviews, in consultation with the system. There would appear to be a fair degree of consensus about the general issues. However, a great deal of work remains to be done on matters of detail and implementation. For example, the confidentiality required for an effective program review process must be squared with freedom of information considerations. Collective bargaining is a constraint, one of many rigidities which have a bearing upon the ability of the institution to alter resource allocation policies. How should the research effort of the institution be dealt with in an evaluation of program quality, particularly at the undergraduate level? A system-wide process of evaluating graduate programs is already in place and operating well. How should these procedures be integrated with this system of Institutional Performance Reviews? To what extent should these reviews be standardized and generate comparable statistical data? How should the

assessment body be structured? How should it operate? Most importantly, to ensure that the principles of university autonomy are maintained while at the same time meeting the public and government's desire for accountability, careful consideration will have to be paid to respective roles and responsibilities. Maintaining this balance between autonomy and accountability is central to ensuring the effective and independent operation of the provincially-assisted institutions. And there will undoubtedly be many other issues of principle or detail which will require close consultation and careful consideration before they can be resolved.

To this end Council would like to begin discussions with the institutions and other interested bodies with a view to working out such a system of Institutional Performance Reviews. As a first step, consultation should focus on the development within the institutions of system-wide program review procedures and the development of institutional operational mission statements. The fall hearings at which accountability has been signalled as a topic of discussion would seem to be an appropriate occasion to begin this discourse. Council would welcome an indication from the Minister at an early date that further exploration of the modalities of a system of Institutional Performance Reviews, in particular the establishment in co-operation with the institutions of a system of program reviews, would have his support and encouragement.

6.0 Conclusion

This memorandum has set out to specify the procedures and criteria to be applied in the evaluation of proposals from new institutions and applications from existing institutions for changes in status. In connection with the process of assessing the societal need and cost to society, basic viability and suitability of role for institutions, a system of quality appraisal is recommended for application to new and changing institutions and with appropriate modifications to the existing institutions as well.

Collectively these recommendations formally recognize and, to a certain extent, codify existing practice in Ontario. In the quality appraisal area, they extend already accepted mechanisms into the undergraduate realm. The word "university", though certainly not rigorously defined, is given practical, operational meaning. Only those institutions possessing the defined characteristics would be permitted the unqualified use of the term university. It should be possible, therefore, to distinguish between universities and special mission institutions and sub-divide degree-granting authority in an appropriate manner.

In the view of Council, the structuring of the Ontario university system into two groups of institutions, universities with power to grant any and all degrees, and special purpose institutions with particular degree-granting powers appropriate to their specialized missions, will permit the development of a more diversified system of institutions, serving a wider array of needs in quite different ways. In this memorandum, the focus has been upon powers. But it should also be noted by way of conclusion that specialization of role also allows for differentiated funding to ensure the people of Ontario that the goals for the system are pursued in the most effective and imaginative ways.

Dr. H. V. Nelles,
Chairman

August 26, 1991

SPECIFIC NUMERICAL MINIMA FOR UNIVERSITIES

1. The core arts and sciences are defined in Advisory Memorandum 82-VII as follows: Biological Sciences including biotechnology; English Language and Literature; French Language and Literature; General Arts and Science; Humanities (including ancient and classical languages); Mathematical Sciences and Computer Studies; Physical Sciences; Social Sciences (including women's studies); and theology. Universities should have at least one four-year honours or specialist program in each of these areas except of course theology and General Arts and Science. In addition, the humanities and social sciences should include four-year or specialist programs in a reasonably full array of disciplines currently included in these broad headings such as philosophy; history; geography; economics; political science; psychology and sociology.
2. In the matter of the minimum number of faculty necessary to offer a sound four-year honours or specialist programs in the arts and sciences, there will be differences between disciplines depending on their involvement in service and collateral studies in other disciplines and their pedagogic approaches (lectures, laboratories, etc.). However, bearing in mind the need to provide students in an honours program with at least 40% - 60% of the courses in that discipline, the need to provide a breadth of coverage in the discipline, to provide courses for general students and service teaching for other disciplines, and allowing for the need to replace faculty on sabbaticals, the minimum number should normally be about 5 full-time faculty equivalents.
3. The rule-of-thumb for readiness used by the Ontario Council for Graduate Studies to indicate that a graduate program has at least four specialists in the sub-field in which the program is to be given. This number is a minimum to provide focused concentration in the sub-field because: 1) quality work usually requires interaction between a number of scholars in a sub-field; 2) there must be enough faculty to supervise work and to back-up supervisors; 3) theses committees require teams of supervisors; 4) programs should not be jeopardized if one faculty member leaves or goes on sabbatical.
4. Universities will differ in the relative weights they place on teaching and research in defining the obligations of their faculty. The operating income of universities has notionally been understood to be apportioned one third for research and two-thirds for teaching. It is impossible to be more specific about this because there is, of course, a very significant overlap between scholarly work that is considered to be preparation for teaching and scholarly work that this an end in itself. The public therefore is investing heavily in non-teaching activities of the faculty in Ontario universities. In institutions that are primarily or wholly teaching in their orientation like the colleges of applied arts and technology, the teaching contact obligations of faculty are much higher than for universities. In the colleges of applied arts and technology, teaching contact hours for faculty are a maximum of 18 hours per week. For university faculty, they are normally half or less than this. A university's complement of faculty must, therefore, be higher than the complement of a teaching institution. Council believes that a full university's teaching research obligations should in general reflect current practice.

The attached table provides data on faculty qualifications in Ontario universities by highest qualification. The data were provided by the Council of Ontario Universities but were compiled by Statistics Canada as part of its data base on full-time faculty. Council believes that at a minimum at least 60% of the faculty in all disciplines except the fine and applied arts and some of the health sciences should possess earned doctorates.

**FULL-TIME FACULTY AT ONTARIO UNIVERSITIES IN 1989
TOTALS AND PERCENTAGES OF FACULTY WITH Ph.D. AS HIGHEST DEGREE BY DISCIPLINE GROUP**

DISCIPLINE GROUP	No of Ph.D.'s	Total Faculty	Ph.D.'s as a % of total faculty
Education	538	851	63.2
Fine & Applied Arts	198	557	35.5
Humanities & Related	1,767	2,320	76.2
Social Sciences & Related	2,555	3,619	70.6
Agricultural & Biological Sciences	681	775	87.9
Engineering & Applied Sciences	793	1,050	75.5
Health Professions & Occupations	720	2,397	30.0
Mathematics & Physical Sciences	1,579	1,788	88.3
Not Reported	36	89	40.4
Totals	8,867	13,446	65.9

Source: Statistics Canada UCAS System

Appendix B

**ASSESSMENT OF QUALITY AND READINESS FOR
ACADEMIC SELF-REGULATION**

Applications for new institutions or changed status for existing institutions will be assessed against standards of quality by a process of peer-adjudication. These consultants, who will be seven in number, will be persons who have appropriate academic and scholarly credentials and experience in managing university-level institutions or credentials and experience appropriate for assessing the non-academic aspects of quality. OCUA will be responsible for assuring consistency in the assessment of applications as to standards and procedure from case to case.

This assessment will include an examination of the mission, objectives, planning, management and governance of the institution. In the long term, these aspects are key to fostering and maintaining a healthy climate in which programs of high quality can be offered. The assessment will also include a detailed examination of the academic programs including the curriculum and academic regulations of those programs; admission standards; the teaching, library and other resources applied to them. Where appropriate, the research program of the institution would also be assessed. The assessment will also include an examination of the other resources of the institution including its library and laboratory resources, its equipment and physical plant and its non-academic support services because these resources as well play an important role in establishing the overall quality of the institution and the programs it offers.

1.0 Guiding Standard

The general norm for this assessment should be standards of quality that generally prevail among the fifteen provincially-assisted universities of Ontario. In each of the specific criteria listed below, the institution's policies, programs and resources should be within the prevailing practices of the provincially-assisted universities. The general norm is, however, not the sum of the minima of the individual criteria. While each criterion must be satisfied, the ultimate test is whether the institution as a whole possesses the standards, policies, programs, resources that fit within the standards, policies, programs and resources of the fifteen provincially-assisted universities.

2.0 Specific Criteria

The assessing consultants would examine each of the following aspects of the institution, but their assessment is not limited to these aspects.

2.1 Mission

The mission and objectives of the institution must be set out clearly. It must reflect the type of institution it is seeking to be. The statement must set out what the institution is seeking to do in teaching, research and community service.

2.2 Governance

The governing bodies of the institution must be constituted in ways that are consistent with current practices in the Ontario provincially-assisted university system, provide full public accountability for the programs and services of the institutions and apply sound judgement in academic and administrative decision-making.

2.3 Management and Administrative Organization

The management and administrative structures of the institution must be clearly spelled out. The responsibilities of each part of the administrative and management

structure must be shown as well as the relationships between them. The management and administrative structures must be appropriate for the mission, objectives, and teaching, research and other programs the institution is proposing to offer.

2.4 Planning Capability

The institution must have a planning capability that is appropriate for its mission, objectives, and proposed programs of teaching, research and community service.

The planning documentation provided must be comprehensive covering all aspects of the institution's current and planned programs and activities. It must demonstrate that the documentation is based on a realistic assessment of enrolment prospects, resources and costs. The documentation should provide forecasts of enrolment, human resources, income and expenditures over a ten-year period.

2.5 Teaching Programs

The institution will submit its academic programs, the curricula, admission and academic regulations of those programs for review. The curriculum, admission and academic regulations must be appropriate. Without limiting the generality of the foregoing, the following specific conditions must also be met:

- The quality of teaching, especially at the undergraduate level must be satisfactory and appropriate resources must be allocated to programs to support improvements and innovations in teaching.
- Any programs leading to licensure by professional bodies or certification by quasi-professional organization must have been approved by those organizations.
- Any graduate programs must have been satisfactorily appraised by OCGS.
- Admission requirements of the institution must be appropriate for the programs offered. Normally, admission to undergraduate degree programs would be an O.S.S.D. with 6 OACs or the equivalent.
- The regulations for admission to the program, promotion and graduation must be consistent with practices within the provincially-assisted universities of Ontario.

2.6 Research and Scholarly Work

For institutions seeking full university powers, the quantity and quality of research and other scholarly work must be appropriate for full universities.

2.7 Academic Staff

The number and qualifications of the full-time faculty must be appropriate in relation to the stated mission of the institution, its objectives and its teaching program.

2.8 Support Staff Resources

The support staff must be appropriate for the mission, size, enrolment, teaching and research programs of the institution.

2.9 Library Resources

Library resources must be appropriate for the mission of the institution, its proposed teaching programs and for the research and scholarly work of the faculty.

2.10 Academic Hiring, Promotion and Tenure Policies

The appointment, promotion, tenure and termination policies for academic staff of the institution must be appropriate for university-level institutions and be comparable to the policies of the provincially-assisted universities of Ontario.

2.11 Academic Freedom

The draft statutes of the institution must prohibit any requirements that students and employees subscribe to specific religious beliefs. The institution must also have in place policies on academic freedom comparable to the policies of the other provincially-assisted universities of Ontario.

2.12 Laboratory Resources

The laboratory resources must be appropriate for the mission of the institution, its teaching programs and its research.

2.13 Physical Plant

The physical plant of the institution must be appropriate for the teaching and research programs of the institution as well as the administrative and ancillary services of the institution. It would be assessed in relation to the space standards of the COU Space Inventory.

2.14 Student Services

The advising, counselling, registrarial and other services must be appropriate for the mission, enrolment, programs and other services provided.

2.15 Ancillary Services

The ancillary services provided to students and employees must be appropriate.

3.0 Readiness for Academic Self-Regulation

Degree credentials are special privileges. The right to grant degrees is, therefore, a right that has great value and should not be bestowed lightly. The test of readiness for a full university would be different from that of a university college or a special purpose institution. Generally, if an institution was judged to be ready to offer the minimum number of specialist undergraduate programs for the type of institution it was seeking to be, it would have a sufficiently large and balanced faculty to enable it to be given self-regulating powers in academic matters.

91-VI The Development of Nipissing College

1.0 Summary

In this memorandum, Council considers the application of Nipissing College to become an independent degree-granting institution. It assesses the application against two of the three criteria that Council recommended in Advisory Memorandum 91-V, the Establishment and Development of Provincially-assisted Degree-Granting Institutions in Ontario. They are societal need and cost and basic viability, suitability of the proposed mission and readiness for academic self-regulation. It recommends that the college's application be given a quality assessment and, subject to that assessment, that the college be incorporated as a special purpose independent degree-granting institution.

2.0 Introduction

Council received a formal submission from Nipissing College asking for degree-granting status during the summer of 1990. This application was a revision and resubmission of a previous request. In August of 1988, the College had applied to the Honourable Lyn McLeod, Minister of Colleges and Universities, for a charter as an independent degree-granting institution. When the matter was referred to Council for advice by the Minister, Council requested a substantial amount of additional information in order to give such a precedent setting matter full consideration. The College withdrew its original application with a view to resubmitting a more comprehensive brief. That documentation was presented to OCUA in July of 1990, and it is from that date that active consideration of a change of status for Nipissing College began.

The particular case of Nipissing College raised a general issue which had not been addressed for a generation; namely, how is a new university created in the Province of Ontario? This reference caused Council to begin to think about the broad question of the development of university-level education in Ontario, particularly what principles should govern the evolution of institutions and the university system as a whole. Council therefore undertook both to examine the specific request of Nipissing College and to develop a framework for dealing with the general matter of institutional development.

Council has, in Advisory Memorandum 91-V, "The Establishment and Development of Provincially-Assisted Degree-Granting Institutions in Ontario", made recommendations on the procedures to be followed and criteria to be applied in applications like Nipissing's. In that memorandum, Council proposes that applications for the establishment of new institutions and for changes in the status of existing institutions - like Nipissing College - should be assessed under three criteria: societal need and cost to society; basic viability and suitability of role; and quality and readiness for academic self-regulation. Unless and until all these recommendations are adopted, it will be impossible for Nipissing College's application to be given full consideration under these headings. Council will, however, provide an assessment under the headings of societal need and cost and basic viability and suitability of role. It will make only preliminary comments about quality and readiness for academic self-government, full examination of which will depend upon the creation of the peer-adjudicated process recommended in Advisory Memorandum 91-V.

3.0 Background

The procedures followed in this case warrant a brief discussion before its merits are considered. When Council received the first Nipissing College brief in 1988, it circulated the brief to the other institutions within the system requesting comment. Council reviewed the submission, the commentaries from the universities, and drafted a set of questions which it asked the College to address in a follow-up brief. In view of the comprehensive nature of the questions posed by Council, the College asked permission to reconsider its original brief with

a view to resubmitting a more comprehensive application. For its part, OCUA reorganized its own committee structure assigning the Nipissing College application to its new Institutional Policy Committee given responsibility for recommending to Council on general policy issues.

In the summer of 1990, the College presented the revised Nipissing College application to Council. Council arranged for a site visit to the Nipissing College campus in November, 1990, during which students, faculty, staff, board members and members of the community made oral presentations in support of the application. A subsequent hearing with officials of Laurentian University took place in the OCUA offices to obtain Laurentian's perspective on the proposal. Finally in the spring of 1991, all of the institutions and associated organizations in the Ontario system were invited by Council to reflect both upon the immediate Nipissing College application and also the general issue of the principles that ought to govern the evolution of the system. A second letter inviting comment was sent out later in the spring when the Minister referred the Ryerson Polytechnic Institute matter for advice.

3.1 History of Nipissing College

The origins of Nipissing College stretch back to 1909 with the founding of North Bay Normal School, renamed North Bay Teacher's College in 1953. It had a continuous separate existence up to 1973. Meanwhile during the late fifties, as every region of the province positioned itself for a major expansion of university-level education, a northeastern university Executive Council was organized. Beginning in 1960, northeastern university offered first year program in Arts and Science, and in the following year, senior extension courses. In 1965, the institution was renamed Nipissing College and, two years later, an affiliation agreement was signed with Laurentian University of Sudbury.

In 1972, Nipissing College moved to the College Education Centre which it shares with Canadore College of Applied Arts and Technology. In 1973, the North Bay Teachers' College became the Faculty of Education of Nipissing College and it is from that date that the modern dualistic character of Nipissing College began to take shape, that is, a small liberal arts college allied with a Faculty of Education.

Nipissing College is organized under letters patent granted under the Corporations Act RSO, 1980, as amended. These letters patent have been amended from time to time through the issuance of supplementary letters patent. The Degree Granting Act, 1983 does not permit institutions organized in Ontario to use the word "university" or to grant degrees without an Act of the Legislature. Nipissing College has not been granted these rights. Although Nipissing College is not able to grant its own degrees, through its affiliation agreement with Laurentian University, Nipissing College's students may qualify for degrees of Laurentian University. Although Nipissing College does not offer honours programs in many disciplines, the affiliation agreement makes it possible for students to transfer to the Laurentian campus without penalty to complete their degrees.

3.2 Co-ordination of University Education in Northeastern Ontario

Northeastern Ontario can be characterized as a region with a vast territory but a small population which is widely dispersed over this great land mass. The region's development is heavily dependent on cyclical resource-based industries. In terms of university-level education, it is currently served by one university and three affiliated colleges¹ which are self-governing in non-academic matters but are by affiliation part of Laurentian University which has responsibility for academic oversight and which grants degrees to the students of

1. Nipissing College, Algoma College and Le Collège de Hearst.

the affiliates.

Council has in the past been concerned about the co-ordination of university services to an area with these distinctive characteristics. In 1982, Council recommended that Laurentian University and its affiliates be combined into one university. Among its reasons for this recommendation, Council noted that such a development might well avoid future problems of regional excess capacity or program proliferation should the affiliates continue to develop along individual institutional lines. Council also cited a concern about the inter-relationships among these institutions and the structural difficulties that seemed to be limiting the effectiveness of the collectivity in providing university education throughout northeastern Ontario.² Although the government accepted Council's advice in principle, it did not implement it.

3.3 Affiliation

The failure to establish a new university of northeastern Ontario was followed several years later by a new spirit of co-operation between Laurentian University and its three affiliated colleges who signed a new affiliation agreement in 1986. Under it, the university agreed to award degrees to students of the affiliates who successfully completed programs approved by Laurentian University; to accept the Colleges as an affiliated institutions giving instruction in certain programs prescribed by the senate of the university; to recognize as members of the university's faculty all members of the faculties of the affiliates as appropriate; to give the affiliates representation on the senate and senate committees of the university; and to transmit to the colleges without deduction of any monies received on their behalf. In return, the colleges agreed to abide by the regulations and decisions of the university's senate; to comply with university record keeping requirements; and to pay the legitimate expense of the university in fulfilling its obligations and services under the agreement. Letters of understanding were executed between the university and its affiliated colleges which refer to a System Program Co-ordination Committee which assessed what impact the acts of starting new or discontinuing old programs would have on the Laurentian University system as a whole.

3.4 Funding

The funding of programs at the affiliates of Laurentian University is a mixture of approaches. In the late 1960s and early 1970s, certain basic programs of the affiliated colleges became eligible for funding which, beginning in 1973, was provided by the ministry directly to the affiliates. In Nipissing College's case, the programs were:

- The first, second, and third years of a general arts program at weight one.
- The education program at weight two.
- The first year of the BSW program and the first two years of the BComm program.

In Advisory Memorandum 79-III, Council recommended, and government accepted, that the following funding arrangements apply to Nipissing College:

- That the three-year general Arts program, the first year of the Science program, and the undergraduate degree program in Education at Nipissing College be funded directly by the ministry.
- That funding for the Bachelor of Commerce and Bachelor of Social Work programs of Laurentian henceforth be funded through Laurentian University.

2. Advisory Memorandum 82-VII.

- That in the event that the Senate of Laurentian approves the offering of any of its programs in whole or in part at Nipissing College or the other affiliates, students enrolled in those programs must be registered and reported for funding as students of Laurentian University and that the funding for these students must be provided, in accordance with the provisions of the formula, to Laurentian University for transfer, in accordance with the affiliation agreement, to the appropriate college.

Currently, therefore, Nipissing College is funded directly for certain of its programs and funded indirectly through Laurentian University for what are known as "pseudo-campus enrolments".³ Funding arising from those enrolments flows to Laurentian University which then passes the funding to the affiliates. In all cases, the weights are those that apply to other institutions within the system.

4.0 Nipissing College's Current Aspirations

Nipissing College has asked to become a full university, possessing independent powers granted in an Act of the Legislature to grant any and all degrees independently of Laurentian University. In summary form, it rests its case for autonomous university status on the following general arguments:

1. Affiliation has outlived its usefulness.
2. But for the fact that it does not have a provincial degree-granting charter, the College possess the other qualifications of membership in AUCC and possesses qualities similar to other autonomous institutions within the community of Canadian universities.
3. An independent institution would be better equipped to respond freely to regional societal needs.
4. Autonomy would give the institution an unambiguous identity which would benefit students, faculty and the community.
5. Small scale institutions serve student needs better than large scale universities.
6. The change would involve no additional cost to the province.
7. Independence would assist the development of a more differentiated university system.
8. The quality of students, programs, and credentials of the faculty compare favourably to university standards and new programs already are required to meet OCUA approval.
9. Research has become an integral part of the institutional mission and is vigorously pursued by faculty.
10. Nipissing College has the management and planning capability to sustain a viable, dynamic, regionally focused liberal arts and science university with a major emphasis in education.

These arguments are supported in considerable detail in the Nipissing College submission of 1990, were reiterated in the oral presentations during the site visit, and were further developed in the two Nipissing College responses to Council's letters on system development in the spring of 1991.

3. For a detailed explanation see Advisory Memorandum 86-V, Funding Arrangements for Programs at Algoma College, Le Collège de Hearst, and Nipissing College, OCUA Thirteenth Annual Report, pp. 139-144.

Nipissing College has had an opportunity to present its case and Council has had ample opportunity to examine these arguments, raise questions, receive clarification, and study the facilities in person. The procedures called for in Advisory Memorandum 91-V have been followed. It remains therefore to apply the criteria. It should be noted that Nipissing College itself has been able to participate in the system-wide discussions leading up to the development of these procedures and criteria. Council will accordingly examine the College's aspirations under the headings, societal need and cost, and basic viability and suitability of role and readiness for academic self-regulation.

5.0 Type of Institution

In accordance with the procedures set forth in Advisory Memorandum 91-V, the first step to be taken in the consideration of this application is to determine what kind of degree-granting power could be accorded an institution of the sort Nipissing College is and plans to be. Should Nipissing College's proposal be thought of as an application for university powers, as that word is defined in Advisory Memorandum 91-V, or would it be more appropriate to consider this as an application for sub-divided degree-granting power appropriate to a special mission institution? In this section, the tests developed to determine university status will be applied to the Nipissing College proposal.

Does Nipissing College possess, or plan to possess in the near future, the capability of offering four-year degree programs in the Core Arts and Sciences? At the moment, according to the documentation supplied:

Nipissing College's Arts and Science faculty offers three-year programs in Administrative Studies, Economics, English, Environmental Geography, Geography, History, Psychology, Social Welfare and Sociology. As well, four-year programs are offered in Business Administration, English, Environmental Geography, History (pending), Psychology and Sociology. The list of programs offered at Nipissing College includes three of the five largest disciplines in the Humanities and seven of the eight largest disciplines in the Social Sciences.⁴

Development plans in the 1990's call for the addition of a BSc in Environmental Geography and bringing elective subjects such as Political Science, Philosophy, Law and Justice, Anthropology, Computer Science and Classics, up to three-year level programs. Some shared programs with Canadore College in Business, Social Work, Early Childhood Education and Environmental Geography are also planned. In the Education faculty, a concurrent BA/BEd, Native Teacher Education initiatives, an intermediate/senior stream, and a Master's program in Education are all on the drawing board.⁵

Table 1 shows the current and planned faculty complement of the institution. Neither the current faculty complement nor that tentatively planned for the nineties would support four-year Honours programs in the full scope of core Arts and Science disciplines, as recommended by Council in Advisory Memorandum 91-V.

Taking the planning documentation at face value, most of the basic sciences and mathematics would not be available as four-year programs, nor would important elements of the Humanities (e.g., Languages and Philosophy) and Social Sciences (e.g., Economics and Politics). Nipissing College is not now and does not plan to be a "university" as defined in programmatic terms in Advisory Memorandum 91-V. Rather, it sees a role for itself "as a

4. Proposal, pp. 12-13.

5. Proposal, pp. 15-18.

teaching-oriented institution focused on liberal Arts and Science and Teacher Education with special programs to address northern needs."⁶ These perfectly sensible, laudable goals are associated with a special mission institution mandated to give particular degrees. Indeed, to compel Nipissing College to meet the requirements of university standing in this respect would require it to do something it does not wish and has no plans to do.

From the first test, Nipissing College's proposal has been determined to be an application for specified degree-granting authority appropriate to a special mission institution; there is no need to proceed in detail with the other categories: research commitment, graduate capability in three disciplines, and human and physical resources of Ontario standard. In passing, it might be observed, however, that Nipissing College has established a research mandate for itself and has a modest and growing research record. Although it shows signs of being able to sustain graduate programs in education, it would not yet appear to have the necessary focused faculty in place for graduate work in two other disciplines as recommended in Advisory memorandum 91-V. Lastly, the physical circumstances at Nipissing College compare favourably with facilities in other parts of the system. Moreover, the qualifications of the faculty - 80% of the tenure-track faculty with earned doctorates - meet or exceed system standards.

A comparison of Nipissing College's proposal with the OCUA criteria indicates that if autonomous degree-granting authority is to be contemplated, it should be that of a special mission institution. Degree-granting power should therefore be consistent with the mission and capability of the institution. In this case, Nipissing College might be conditionally considered competent to grant a general three-year BA, and the Honours BA in English, Environmental Geography, Geography, History, Psychology and Sociology, a BBA for the four-year Business program, and a BEd subject, to receiving favourable reports from the academic appraisal process.

6.0 Societal Need and Cost to Government

What would an autonomous Nipissing College be able to do that an affiliated Nipissing College cannot accomplish as effectively? What difference would an autonomous, special-mission for Nipissing College mean to the students? And what, if anything, would the change cost government? These are the fundamental questions that Council sought answers to, guided by the recommendations of Advisory Memorandum 91-V.

6.1 Societal Need

What needs of society are currently not being met or could be expected to go unmet in the near future? Could Nipissing College play a role in accommodating anticipated growth in general demand? Currently, student demand and places in universities for qualified students appear to be in a state of rough equilibrium. There would not appear to be strong evidence that the needs of students for access to undergraduate studies are not being met. In their responses to Nipissing College's original brief, COU and a number of institutions responded negatively to this point. COU said that:

From the information available to us, it does not appear that accessibility or the quality of academic programming is likely to be improved by granting this request.⁷

6. Proposal, p. 15.

7. Letter from Dr. E. J. Monahan, Executive Director, Council of Ontario Universities, to Dr. P. W. Fox, November 17, 1988.

In its initial response to the Nipissing College proposal for example, Laurentian University felt that Nipissing College's proposal did not respond to the most pressing needs of northeastern Ontario, namely those of Franco-Ontarians and distance education.⁸ The Ontario Institute for Studies in Education took a more latitudinarian view.

Any response on this issue may seem self-serving, but it is the view of OISE that a positive response to this request would not be detrimental to the post-secondary system of Ontario and could in fact benefit the delivery of higher education in northern Ontario.⁹

OCUFA believed that "another university in northern Ontario could improve accessibility for students in the region," and at the same time heighten the responsibility of faculty in developing academic programs "to preserve their academic freedom."¹⁰ Lakehead University also approached the Nipissing College application with "a certain degree of sympathy." However, President Rosehart linked his inclinations towards support to a "system strategy" which would limit the development of already large institutions in southern Ontario with a view to developing northern institutions.¹¹

As Council has indicated in its recent study of accessibility, What the Council Heard About Accessibility, general demand for access to undergraduate programs will likely increase in the latter part of this decade fuelled by population growth and increased participation rates. The population of 19-year-olds is expected to have peaked in 1990 and to contract through to 1997, but then to resume growth. By 2006, the youthful population will have overtaken 1990 levels. If participation rates continue to rise, the demand for places will begin to rise again later in this decade.

A good portion of this growth will be focused, however, in metropolitan areas. The 1989 Clayton Study for the Greater Toronto Area (GTA) Coordinating Committee indicates that by 2011, the current population of the GTA will have gone from 3.7 millions to 5.4 millions, a 46% increase. Further growth will go on to 2031. Another related study forecasts that if current participation rates are applied and enrolments from outside the area are held constant, the additional space required to accommodate population growth to 2021 represents the equivalent of 2 to 3 new university campuses. FTE enrolment in area institutions is expected to grow from 66,441 in 1986 to 111,392 in 2021.

To what extent would Nipissing College be able to accommodate this growth? Table 2 indicates that the primary catchment area of Nipissing College's program in Arts and Science is the district of Nipissing College from which it draws approximately 58% of its first year students. In fact, 46% of the College's high school intake in 1990-91 came from North Bay high schools with a further 5% from nearby Sturgeon Falls. In the same year, the College drew only 9% of its students from the municipalities to the north and west (Timiskaming, Sudbury Regional Municipality, Sudbury District and the District of Cochrane), 10% from the District of Parry Sound, and 22.6% from the rest of Ontario and other jurisdictions outside Ontario.

8. Letter from Dr. John Daniel to Dr. P. W. Fox, November 29, 1988.

9. Letter from Mr. Walter G. Pitman, Director, Ontario Institute for Studies in Education, to Dr. Paul Fox, November 22, 1988.

10. Letter from Ontario Confederation of University Faculty Associations to Dr. Paul Fox, December 5, 1988.

11. Letter from Dr. Robert G. Rosehart, President, Lakehead University, to Dr. Paul Fox, November 3, 1988.

This profile does not suggest that the College will contribute to meeting the intermediate and long-term education needs of the population in the regions where it is currently projected to grow. The youthful population of the Nipissing district is forecast to shrink by 25% between 1988 and 2011. Cochrane will decrease by 38%, Timiskaming by 29%, Sudbury district by 40% and Sudbury Regional Municipality by 38%. On the other hand, the District of Parry Sound will increase by 6%. These data do not indicate the need to charter another independent institution for the purpose of growing to help meet expected regional enrolment growth because growth is not to be expected. In fact, these data in themselves suggest that all the institutions in the Laurentian University group may face contraction in demand and therefore will be competing with one another for enrolment.

Nipissing College's program in education, of course, draws students from all parts of the province. Nipissing College does, therefore, contribute to meeting the current demand for places in Teacher Education.

Apart from Education, Nipissing College may neither be well positioned to meet system-level needs for greater accessibility, nor, by its own admission, do its plans for development indicate that it will likely make any significant quantitative impact upon enrolment for the foreseeable future. But that does not in itself mean that societal needs for access will not be served by its application. In a passage worth quotation at length, the College argues:

"Twenty years ago, the overwhelming social need for new places in Ontario's higher education system overrode any other consideration in the establishment of new universities. The concerns of 1991 are not simply for more university places, but for participation, accessibility and equal opportunity. In this regard, the maintenance of access to higher education requires three types of policies: 1) removal of formal barriers to accessibility; 2) policies directed towards the reduction of systematic underrepresentation; and, 3) policies directed towards ensuring that a basic capacity exists to meet the demand for post-secondary education....It is not enough to respond to access needs by addressing system capacity; it is necessary to respond to distributive needs as well.

Consequently, we disagree with Council's assertion that the primary consideration should be the "contribution the institution can make to meeting the unfulfilled needs for the system of university-level education in the province as a whole." The primary consideration should be how the act of establishing a publicly funded university will address issues or needs for accessibility and equal opportunity within underrepresented regions.¹²

Council also asked to what extent, therefore, do Nipissing College's plans indicate that it will be able to respond effectively to accessibility and equal opportunity needs within a region known for its lower levels of participation? To what extent is the institution reaching out or has plans to extend its programs to meet these needs?

Nipissing College's Faculty of Education has a history of extensive off-campus work in many parts of northeastern Ontario through off-campus offerings. Nipissing College's Faculty of Education is the only English Language Faculty of Education in northeastern Ontario. Through its part-time offerings in education, Nipissing College provides an invaluable resource to the English language schools of northeastern Ontario. Nipissing College is currently developing plans to offer a Masters program in education. This increased

12. Letter, April 15, 1991, pp. 4-5.

service will be of great value to the northeast.

In Arts and Science, however, the part-time offerings outside North Bay are negligible. The College provides off-campus courses only in Huntsville, Gravenhurst and Mattawa. Nothing is offered in the districts of Timiskaming and Cochrane which are north of North Bay along highway 11; and nothing in the other municipalities comprising northeastern Ontario. There is no indication of any intention to expand offerings in those areas because of the difficulties of winter travel and the lack of correspondence offerings on Nipissing College's part. Laurentian University appears to be responsible for all off-campus work in Arts and Science in both English and French in northeastern Ontario. Independence might lead to some enhancement of service to school boards in the region. There is little evidence, however, that the region is well served in part-time Arts and Science and other programs and there is no reason to believe that independence for Nipissing College would enhance that service.

In terms of the youthful population of Ontario, the participation rate of northern residents is said to be below participation rates in southern Ontario. Table 3 compares the 1989 enrolment of 18 - 22 year-olds (excluding visa students) in full-time undergraduate studies in Ontario universities with the 1986 population of 15 - 19 year-olds by region. These data suggest that the participation of youth resident in northeastern Ontario is 5.4 percentage points below southern Ontario levels, and the participation of youth in northwestern Ontario is 8.4 percentage points below southern levels. The College has argued that another more visible university will help to increase participation rates in the north. This is hard to gauge in the abstract. One notes, however, that currently few of the College's Arts and Science students (only 9%) come from the districts and regions north of the French River and outside Nipissing district itself and no off-campus work in Arts and Science is provided by the College in the north outside Nipissing district.

One important feature of the demography of the northeast is its linguistic composition. Table 4 indicates that 23% of the population of the northeast is French speaking. A recent study of Ontario francophones and post-secondary education 1979-1989 by Normand Frenette and Saeed Quazi indicates that 18-21 year participation rates in Ontario universities for francophones in Ontario have increased from 11.3% to 18.4%, and from 32.18% to 33.16% for non-francophones over the ten-year period. The gap in participation rates persists. Could this be a major cause in the overall gap in participation rates noted above? Although 4% of Nipissing College's full-time enrolment in education and 5% of its full-time enrolment in Arts and Science is francophone, the College proposes to remain an English language institution. It cannot, therefore, contribute to increasing the participation rates of francophones beyond offering programs in English.

The College can, and has, contributed to increasing the participation of Native Canadians, which is very low. As Table 5 indicates, about 20% of the Native population is found in northeastern Ontario. With the only Native Education program in northeastern Ontario, the College is ideally suited to helping to increase the numbers of Native teachers. The immediate area around Nipissing College is not, however, where the highest concentration of Native populations are found in the region. They are in the western part of this region, in Algoma, Cochrane, Manitoulin and Sudbury. Nonetheless, it is possible that as an independent, more visible institution, Nipissing College might be better able to serve the Native population of this region.

In summary, there is neither little evidence that a change in status for Nipissing College would make an appreciable difference over continued affiliation in meeting societal needs whether province-wide or regional nor do its own plans call for expansion in that direction. Rather, Nipissing College seeks modestly to be basically what it is, only a little broader and independent.

Although the base population of university-aged students may not grow, there is some scope for increases in numbers through improved participation rates. The region needs a

degree-granting institution but it does not need and could not, at present levels, support a new university. A more focused special mission institution, dedicated to meeting regional needs, would appear to be justified. Council believes that there will be an increasing need for undergraduate teaching capacity in the latter part of this century and well into the next, resulting from increased participation rates and demographic trends. Council believes that it is a mistake to encourage the development of graduate teaching and research outside current bounds at this time. Council believes that the limited resources the system currently has should be channelled to increasing the quality of undergraduate teaching. There is much to be done in all areas of the province, however, in reaching out to underrepresented groups, to providing more opportunities for part-time and adult learners, and to providing services close to home in communities. Council believes that if Nipissing College were to be given independent degree-granting powers, this privilege should be accompanied by an undertaking to take specific measures to increase access to northern residents through expanded off-campus and distance education programs.

6.2 Impact on the Students

During the site visit, Council had an opportunity to meet with and talk to students to obtain their views on the proposed change. In some respects, the students as well as the faculty and the administration admitted that a change in status would not have dramatic consequences. The College and its students propose that things would continue more or less as before with the important difference that Nipissing College would be able to grant its own degrees. The students spoke of the surprise, and even disappointment, at the end of their studies receiving a diploma from a university with which they had not immediate contact. For the students at Nipissing College, obtaining a Nipissing College degree was desirable in itself.

The affiliation with Laurentian University had impeded somewhat, in the students' opinions, the development of a Nipissing College identity. In sports and other inter-university activities, Nipissing College students had to participate as part of Laurentian University teams and given the distance involved, this was seldom possible. Students from an independent institution would be able to take part in inter-collegiate activities wherever appropriate as representative of Nipissing College.

In the classroom, however, the change in status would not have any immediate implications. The student body itself was not expected to change much in its composition. The students expected things to be much the same as before. The same faculty would continue to teach in perhaps larger facilities. But degree-granting autonomy was not expected to produce tangible benefits.

6.3 Cost

After reviewing Nipissing College's revenue and expenditure plan over the next five years, Council concludes that under the proposal submitted there will be no net increase in costs to the system or government directly related to the granting of a charter. This conclusion stems largely from the fact that the funding of the College and its desires to increase enrolment in the manner currently planned would not be altered by the status of its governance.

Nipissing College's charter proposal was submitted prior to the allocation of new funding corridors in the spring of 1990. The revenue and projections submitted were based on Nipissing College's desire to have its corridor increased from 1,555 to 3,049 BIUs. The corridor shift eventually received by the College raised their new corridor level to 2,280 BIUs. Consequently, its formal budget plan does not reflect current revenue realities. However, in preparing its budget plan, the College indicated that it would make its plans fit the revenues available.

When the Minister of Colleges and Universities announces the final corridor levels, the five-year business plan will be adjusted to ensure that the budget continues to balance. This will be achieved by adjusting expenditures to reflect the enrolment levels specified in the corridor announcement. The financial model used was designed to be flexible and permit such adjustments.¹³

In December 1990, Nipissing College provided an interim update of its business plan which incorporated the new corridor level in rough manner. In the interim plan, the College indicated that it still intends to increase its enrolment well beyond its new corridor mid-point. Since that time, Nipissing College has notified Council and the Minister that it wishes to apply for an upward corridor revision because it foresees its enrolment growing beyond its new corridor ceiling in 1991-92.

It is conceivable to view Nipissing College's desired new enrolment growth and associated corridor shift as entailing costs to the system related to the College's charter application. However, as noted in Advisory Memorandum 91-II, Nipissing College will not be unique in experiencing enrolment demand beyond new corridor levels and requiring corridor shifts. Council estimates that over the next three years, the flow-through of existing intake levels will result in an increase in system enrolment of 22,770 BIUs. In assessing the costs of Nipissing College's charter application to the system, Council has taken the view that the enrolment growth costs associated with foreseeable demand levels are not charter dependent and that Nipissing College's desire to respond to these enrolment demands are not necessarily associated with its desire to change its governance status. The factors which would be taken into account by Council in assessing Nipissing College's case for a corridor shift would not be affected by a change in governance status. Consequently, Council concludes that there is no appreciable cost to the system or government associated with Nipissing College's charter application and the change in degree-granting status to a special purpose institution.

There is also a cost in the perceived weakening of the Laurentian University group and the loss of the co-ordination of new programs which the affiliation agreement imposed. For its part, Laurentian University regards the Nipissing College proposal with equanimity. It would regret the loss, but it does not in any way wish to stand in the way of its development should that be seen to be in the best interests of the province. Certainly, however, an independent Nipissing College would inspire similar sentiment in the other units of the Laurentian University system, Algoma College and Le Collège de Hearst. Each case, as it arises, would have to be dealt with on its merits. At this point, however, it should be noted that autonomy for Nipissing College would fundamentally alter and possibly destabilize the Laurentian University system.

6.4 Summary

To summarize, an autonomous Nipissing College is not likely to have a significant impact upon system-level accessibility needs during the 1990s. It could address regional English-language program needs but does not propose to do so much beyond its present efforts. Its efforts to address equal opportunity and under-representation, while important and worthy of encouragement, do not encompass the largest under-represented minority in the region. The student impact would be primarily psychological by imparting an institutional identity and permitting inter-collegiate activity. The cost is not a factor initially, but would be were the institution required to expand into high cost scientific and professional areas.

13. Nipissing College, "Addendum IX, 1989-94 Business Plan", Submission Requesting Degree Granting Powers, May 18, 1989.

7.0 Basic Viability and Suitability of Role

7.1 Basic Viability

In this section, Council evaluates the basic viability of the institutional plan. Secondly, Council asks if the proposed role for the institution is deemed suitable in the light of other institutional missions within the system.

As noted above, the revenue and projections submitted by Nipissing College were based on Nipissing College's desire to have its corridor increased from 1,555 to 3,049 BIUs, and not its subsequent allocation of 2,280 BIUs. The subsequent interim plan also does not adequately address the revenue implication of a lower corridor. In spite of these shortcomings in its planning documentation, Council is impressed by the College's history of sound financial management and its formal undertaking to balance its budget by adjusting expenditures to match revenues.

In reviewing the institution's financial viability, Council assessed the impact on institutional revenues of increasing the proportion of lower weighted Arts and Science enrolments and reducing the proportion of higher weighted Education enrolments as total institutional enrolment grows. Council estimated the impact on basic operating income (BOI) per FFTE student of enrolment growth in Arts and Science up to an institutional BIU level of 6,000 BIUs, double the planned growth. At the planned enrolment growth level of 3,049 BIUs, the institution's average BOI per FFTE would be reduced by only 1.9%. Even when total enrolment is increased to double the level desired by the College, the BOI per BIU is reduced by only 5.4%.

These data, however, presume that there will be a mix of honours and general arts and science enrolment such that the institution will have an average BIU weight for these programs of 1.3. If, however, in the process of the academic review of these programs, which must be undertaken for final approval of an application for degree-granting authority and a charter, it is deemed that some of the honours programs should not be funded by Government, then financial viability could be questioned. Under the worst-case scenario where the College was allowed only to offer weight-one programs outside education, BOI funding per FTE would be reduced by approximately 23% at the proposed enrolment level of 3,049 BIUs. Consequently, Council cautions that if there are any negative academic quality assessments which limit the offering of some honours programs, it could have a significant impact on the financial viability of an autonomous institution. Nevertheless, Council has not seen any indication that this is a serious problem at this time.

Viability could also be brought into question if the institution moved towards becoming a university with the characteristics to grant any and all degrees, where it would need to mount expensive full programs in the sciences. Development beyond the relatively inexpensive Humanities and Social Science into the Natural and Physical Sciences and quasi-professional programs characteristic of a university, may not be financially viable at the relatively low enrolments foreseen in the planning documentation and the demographic data. The preponderance of a relatively high weight faculty - Education - presently compensates for its lower weighted Arts programs. To force the institution to expand into expensive small enrolment programs, which threaten its fiscal stability when there is presently capacity elsewhere, does not on the face of it make sense. Even then, the cost concerns would be tied to low enrolment levels in these disciplines. However, given current and projected demand for science programs, Council would be concerned that movement by the College to meet the requirements for full university status could jeopardize its future financial viability.

Consequently, Council believes that the College has presented a financially viable proposal in that the College has effectively demonstrated in the past its financial management capabilities and has undertaken to keep expenditures in line with revenues available. The College's current revenues and expenditures are and have been in surplus for some time. The planning documentation indicates that, with the configuration of programs it proposes, the

College ought to be able to manage comfortably.

The College does not appear to be proposing to expand into high price programs. Should a change in status compel such a shift, then it is by no means certain that the institution would continue to be viable.

7.2 Suitability of role

The role the College proposes is not much different from that it performs now. Its present mission, summarized in its 1990 brief is as follows:

The distinct role for Nipissing evolved from the 80-year tradition of Teacher Education and the 23-year tradition of liberal Arts and Science education at our institution. Nipissing sees itself as a teaching-oriented institution focused on liberal Arts and Science and Teacher Education with special programs to address northern needs. In addition to our teaching role, Nipissing serves as a regional research and cultural centre for northeastern Ontario.¹⁴

It does, however, entail separation from the Laurentian University group.

The proposed breaking away of Nipissing College from the Laurentian University Group did occasion considerable concern from a number of institutions when the proposal was first put to them in 1988. Ryerson Polytechnical Institute, for example, was troubled upon first contemplating the Nipissing College application by its system impact: "if Nipissing College were granted approval, it seems likely that other institutions would make similar requests. Thus, this is not a proposal which affects only one institution, but rather one that has broader ramifications within the university system."¹⁵ The University of Guelph commented: "At present, students attending Nipissing College do not appear disadvantaged since they receive a full university degree through Nipissing College's affiliation with Laurentian University."¹⁶ Queen's University agreed that "there would appear to be no benefit to changing the status quo, either to the students or the system generally." Indeed, Queen's University saw some potential danger in having to divide scarce system resources among a larger number of institutions.¹⁷ The University of Ottawa noted that nothing had changed since OCUA Advisory Memorandum 82-VIII on the report of the committee on university education in northeastern Ontario, and therefore the response of Council should be the same; namely, recommending a more integrated rather than decentralized institutional arrangement."¹⁸

York University wondered: "Is there something in the present arrangements which make it impossible for Nipissing College to achieve its ambitions, and would a change of

14. Nipissing College's brief, 1990, p. 15, Full-mission statement, p. 36 Ff.

15. Letter from Dr. Terry Grier, President, Ryerson Polytechnical Institute, to Dr. H. V. Nelles, December 15, 1988.

16. Letter from Dr. Brian Segal, President, University of Guelph, to Dr. Paul Fox, November 22, 1988.

17. Letter from Dr. David C. Smith, Principal and Vice-Chancellor, Queen's University to Dr. Paul Fox, December 22, 1988.

18. Letter from Dr. Anthony D'Iorio, Rector and Vice-Chairman, University of Ottawa, to Dr. Paul Fox, November 3, 1988.

structures in fact improve prospects of development in Nipissing College?"¹⁹ King's College, a constituent college in the University of Western Ontario, and the University of Sudbury, federated with Laurentian University both wrote in support of continuing affiliation. Both saw benefits from affiliation as well as limiting factors. King's College observed that "if affiliation itself is seen as preventing Nipissing College from meeting its educational mandate, then serious consideration should be given to independent degree-granting status."²⁰

Laurentian University, in a lengthy submission in 1988, raised a number of observations about the application insofar as it pertained to the system as a whole, university services in northern Ontario, relations between Nipissing College and Laurentian University, and the local North Bay context. According to Laurentian University, the small scale of an independent Nipissing College would present difficulties for both in the management of its own operations and in its relations with the system. Nor would Nipissing College address the most pressing educational needs of northeastern Ontario which, in Laurentian University's view were those of Franco-ontarians and for distance education. Far from stifling Nipissing College, the affiliation arrangement with Laurentian University had permitted growth and development of Nipissing College while permitting a "substantial traffic of students between the different institutions". Laurentian University recognized that: "the crux of Nipissing College's argument is that independence would give the College 'a clearer identity and a more visible and clearly understood public image'." To that Laurentian University replied:

The proposal from Nipissing has more to do with civic pride in North Bay than any educational considerations. Civic pride can be a positive force although most northern Ontario leaders now agree that the intense rivalry between cities that existed in the past probably hurt rather than helped the region's development. Now that projects based on pan-regional cooperation are multiplying, it would be ironic if one of the oldest examples of successful inter-city collaboration in northeastern Ontario, namely the Laurentian University system, were to be dismembered.

For those reasons, Laurentian University at that time argued that Nipissing College could best serve the region through continued affiliation.²¹

In subsequent exchanges between Council and Laurentian University, the university did not retract any of its four major categories of concerns about the Nipissing College application. Rather, in a hearing with the Institutional Policy Committee on January 18, 1991, officials from the University withdrew the negative conclusion drawn from those observations. The facts still stood, they argued. What had changed was Laurentian University's attitude toward the issue. Separation would have no appreciable impact upon the Laurentian University system one way or the other. Accordingly, Laurentian University preferred to remain on the sidelines while independent agents considered the question. Laurentian University officials welcomed the charter application and OCUA's review of it as a way to clear the air and have the matter settled in a dispassionate, rational, system-level

19. Letter from Dr. Harry Arthurs, President, York University, to Dr. Paul Fox, November 3, 1988.

20. Letter from Mr. Philip J. Mueller, Principal, King's College (University of Western Ontario), to Dr. Paul Fox, November 1, 1988; and letter from Mr. Laurent Larouche, President, University of Sudbury (Laurentian University), to Dr. Paul Fox, November 25, 1988.

21. Letter from Dr. John S. Daniel, President, Laurentian University, to Dr. Paul Fox, November 29, 1988.

manner. The most important question had become what would be best for the north, and that, Laurentian University concluded, could only be decided by others. If independence were conferred, Laurentian University would adjust its planning accordingly. If independence were not to be conferred, it would require some guidance from Council as to how planning for the region among its constituent members should be co-ordinated. In the meantime, it did not wish to appear to be standing in the way of desired change. At the beginning of August, 1991, the newly installed President of Laurentian University Dr. Ross H. Paul provided Council with his perspectives on the matter:

Whether or not Nipissing is awarded charter status, Laurentian University is dedicated to work very closely with the institution in the best interests of teaching, research, scholarship and programme development in the northeast. If the decision is an extension of the status quo, Laurentian will do everything it can to assist Nipissing to continue its impressive development of recent years. If full or limited university status is conferred, Laurentian will work to forge new partnerships with Nipissing in the best interests of both institutions.²²

Council is, therefore, left with the challenge of responding to the question, is affiliation working? Affiliation with a larger, more broadly based institution is one means of ensuring the academic standards and financial viability of the smaller unit. An effective agreement brings two separate faculties and curricula into close harmony with a view to maintaining good quality academic programs, smoothing the passage of students between the institutions as they proceed towards more advanced work, and co-ordinating services and academic planning in the region. For a large, sparsely populated area, agreements of this sort seem well suited to maximizing the variety of programs offered, ensuring their academic quality, and reducing needless duplication. Indeed, Council is on record not only favouring such co-operation, but also urging a more thorough-going organic union of the several quasi-independent institutions in the region into a centrally directed multi-campus university of the northeast. But that option was not acted upon by government. Now affiliation itself is put in doubt.

Several of the executive heads who wrote on this issue in the first instance urged Council to take the validity of affiliation as a starting point for our inquiry. Since this application would appear to be as much concerned with autonomy as development, these questions must be faced directly: is affiliation working? If not, can it be fixed? What value would autonomy in degree-granting add?

Seen from the Nipissing College perspective "affiliation no longer serves its original purpose and the disadvantages in terms of identity, climate, morale, institutional development, communication and so on, are becoming dysfunctional."²³ Distance greatly limits the sharing and co-ordinating aspects of affiliation. Moreover, there is not much student traffic between the two institutions. Meanwhile, Nipissing College is not included in the communication circuit within Laurentian University or within the broader university system. Over the years, the agreement has been more of an inconvenience than an effective guarantor of quality. It has imposed a degree of unnecessary administrative complexity and hindered Nipissing College in developing programs keyed to local needs and opportunities. Academically, the agreement has become a dead letter and Laurentian University senate approval mainly pro forma: "Nipissing College has been protecting its own academic virtues for twenty-four years

22. Letter from Dr. Ross H. Paul, President, Laurentian University, to Dr. Viv Nelles, August 1, 1991.

23. Nipissing College, Brief, p. 8.

and has more than proven its ability to 'self-police' in both academic and staffing matters. The parent institution plays no part in monitoring the quality of our programs or selecting our faculty."²⁴

For its part, Laurentian University does not dispute these points. Rather, it sees itself in a "no win" situation. If it acts vigorously to impose the programs and standards of the main campus, the affiliate would complain of undue interference. On the other hand, a more relaxed complicity is taken as evidence of de facto autonomy. In recent years, no one can recall the process of senate approval leading either to the rejection or modification of any Nipissing College proposal.²⁵ For its part, Laurentian University believes that "...Senate has achieved a good compromise between uniformity and flexibility in its approach to authorizing the offering of Laurentian University programs through affiliated colleges."²⁶

Theoretically, the Laurentian University Senate guarantees the academic viability of programs offered at Nipissing College and, by so doing, provides a smooth and seamless degree-completion continuum within the Laurentian University system. If on the other hand, the academic oversight is merely a formality, that autonomy in hiring and academic planning exists de facto, and the relationship is more of an inconvenience to both parties than a service to students, is there any justification in continuing the arrangement? Clearly there is neither warmth in the relationship, nor does affiliation function in the manner intended. Could the relationship be fixed? Probably, but that would require will on both sides that seems to be missing. Both parties agreed that a termination of the agreement would also eliminate some minor administrative irritants. All other things being equal, Council concludes that Nipissing College may well have grown out of its affiliation agreement with Laurentian University and that development on the basis of institutional autonomy, working within a framework of system planning, would address the needs of the region without imposing additional administrative burdens.

Council believes, however, that system co-ordination will be important in this region of the province. If the College were to be granted independent degree granting authority, Council believes that, for a period of time, all the College's programs should be subject to specific program approval so that Council can be assured that the programs of this institution are co-ordinated with the institutions within the Laurentian University group.

8.0 Quality and Readiness for Academic Self-Regulation

In Advisory Memorandum 91-V, Council has recommended that proposals for new institutions be subject to an assessment of quality. Although Council has seen much evidence of quality and is impressed with the vitality of the institution, it has not conducted a thorough-going assessment of quality. Council, therefore, defers a judgement on this aspect of the College's application until the procedures recommended in Advisory Memorandum 91-V have been approved.

In terms of academic self-regulation, the College's faculty in Arts and Science is very small and not well balanced. It is under-represented in the Humanities and the Sciences and even some parts of the Social Sciences. At the same time, however, the College is at pains to point out that it has been self-governing for all intents and purposes for many years. The affiliation agreement has not, by mutual admission, involved much close supervision of college academic affairs. The College administers itself; makes decision on academic matters

24. Brief, p. 8; Proposal, pp. 24-33.

25. Laurentian University hearing, January 18, 1991.

26. Letter from Dr. John S. Daniel, President, Laurentian University to Dr. H. V. Nelles, November 29, 1988.

on its own, and the Laurentian University Senate demonstrates only cursory interest in its affairs, holding only veto power which it has not formally exercised for many years. Thus within the areas of existing competence, and certainly in an administrative sense, the College is quite able to govern itself. Its governance closely resembles that of other autonomous institutions. Its administration has, in recent corridor negotiation and in program submissions, demonstrated considerable skill. The Senate seems to function effectively in all academic areas.

But it must be emphasized that the base of activity is very small. And while competence and capability have been demonstrated within a limited sphere, that does not in itself imply that the College has the ability to manage a major expansion into new areas with the same degree of confidence.

On matters of academic quality and readiness for self-government, Council must reserve judgement until a more authoritative reading of faculty qualifications, research output, academic standards, program content, and academic governance can be rendered by a properly qualified committee of peers.

9.0 Overall Recommendation

Council is satisfied that Nipissing College provides a useful role currently as a special-purpose institution, an undergraduate teaching institution. Council furthermore agrees with the College that the affiliation agreement with Laurentian University now serves no useful purpose in terms of monitoring the quality of the institution.

Council is not satisfied that Ontario needs another full university with major roles in research and graduate teaching. It is not satisfied that Nipissing College can be considered a fully-functioning university within the definition that it has proposed for universities.

Council therefore believes that Nipissing College could be chartered as a special mission institution with degree-granting powers commensurate with its functions and capabilities, in this case as a university college with an explicit mission in undergraduate teaching in Arts and Science and Education. Council believes that the College should undergo as soon as possible an academic quality appraisal as recommended in Advisory Memorandum 91-V. The College should then be able to offer those degrees in programs in Education, Business, Arts and liberal Science which are deemed by the academic evaluation body to be of Ontario standard. Nipissing College should also be permitted to make application to expand its degree-granting powers if and when its programs develop and funding is available. Council believes that if the College qualifies to offer a graduate program in Education, the quality assessment committee should report on its suitability either directly or through affiliation with another university which has a broader base of faculty.

An autonomous Nipissing University College could not reasonably be expected to provide much general accessibility when the anticipated rise in demand begins, particularly in the Greater Toronto Area, later in this decade. On the other hand, it could and probably should bend its efforts to raising participation levels in its own region, to reaching out to under-represented groups and adult learners in that region, and that it should expand its effort in distance education. The College has already made a start with the provision of programs to Native students in the region. In co-operation with Native communities, and within the framework of the government's Native education initiative, the College should be encouraged to expand its role in Native education. If this mission could be accomplished, the University College would indeed be making a contribution to the provincial educational welfare beyond its numbers. Undergraduate teaching in the liberal Arts, Business and Education, tailored to a northern environment, is what Nipissing College proposes to do. Council therefore believes that if Nipissing College were to be given a new mission as an independent institution, it should be as an undergraduate teaching institution with a mandate to improve participation in university-level education in the Core Arts and Sciences, Business and Education in its region. This privilege should be extended conditionally on specific undertakings by the

College to make important and significant measures to increase access in the region it serves through off-campus and distance education programs and programs designed to improve the access of Natives.

If the College were to be granted independent degree-granting status, Council believes that, for a period of ten years, all new programs of the College should be subject to program approval so that Council can take pains to ensure that the program offerings of the College and the other institutions in the Laurentian University group are co-ordinated.

Accordingly, Council *recommends to the Minister:*

OCUA 91-45

DEGREE-GRANTING STATUS FOR NIPISSING COLLEGE

THAT Nipissing College should undergo a quality appraisal as recommended in Advisory Memorandum 91-V. If this appraisal indicates that the College meets the criteria, the College should be incorporated as Nipissing University College with the powers to grant undergraduate degrees of Bachelor of Arts, Bachelor of Science and Bachelor of Education, and such other degrees as the Lieutenant-Governor in Council may, from time to time, prescribe by regulation made under the Act of Incorporation.

Dr. H. V. Nelles,
Chairman

August 26, 1991

Table 1

Nipissing College Full-time Faculty in Arts and Science

<u>Subject</u>	<u>Current</u>	<u>To be hired before 1995</u>	<u>Total</u>
Classics	1	---	1
English	3	2	5
History	4	1	5
Philosophy	1	---	1
Geography	4	---	4
Psychology	4	1	5
Sociology	4	2	6
Business Administration	3	2	5
Economics	2	---	2
Social Welfare	2	---	2
Mathematics	2	1	3
Biology	1	---	1
Computer Science	1	---	1
Environmental Studies	1	2	3
	<hr/> 33	<hr/> 11	<hr/> 44

Source: Office of the President, Nipissing College, December 13, 1990

Table 2

County of Origin of First Year Arts & Science Students, 1990

	<u>Number</u>	<u>%</u>
Nipissing District	181	58.4
Parry Sound District	31	10.0
Algoma, Cochrane, Sudbury Districts; Sudbury R.M.; Timiskaming	28	9.0
Greater Toronto Area (Metro, York Region, Durham, Peel, Halton)	18	5.8
Other	52	16.8
Total	310	100.0

Source: Registrar's Office, Nipissing College

Table 3

Comparison of 1989 Full-Time Undergraduate Enrolment Aged 18-22 with 1986 Population 15-19 by Region			
	<u>Southern Ontario</u>	<u>Northwestern Ontario</u>	<u>Northeastern Ontario</u>
1989 Full-Time Undergraduate Enrolment 18-22 Years old	131,081	2,360	7,616
1986 Population Aged 15-19	622,230	18,555	48,380
	21.1	12.7	15.7
* Does not include visa students			
** Districts of Thunder Bay, Kenora and Rainy River			
*** Districts of Algoma, Cochrane, Manitoulin, Nipissing, Parry Sound, Sudbury and Timiskaming; Sudbury Regional Municipality			
Source:	Enrolment: Population:	Ontario Ministry of Colleges and Universities USIS/UAR System 1986 Census Tabulation prepared by Ontario Ministry of Treasury and Economics	
December 11, 1990			

Table 4

Population of Regional Municipalities of Northeastern Ontario by Mother Tongue, 1986

	<u>Algoma</u>	<u>%</u>	<u>Cochrane</u>	<u>%</u>	<u>Nipissing</u>	<u>%</u>	<u>Parry Sound</u>	<u>%</u>
English	101,500	77.0	39,230	41.9	51,260	64.9	31,105	91.9
French	11,085	8.4	41,260	44.0	19,955	25.3	630	1.9
Other	19,260	14.6	13,225	14.1	7,790	9.8	2,095	6.2
	131,845	100.0	93,715	100.0	79,005	100.0	33,830	100.0
	<u>Sudbury District</u>	<u>%</u>	<u>Sudbury R.M.</u>	<u>%</u>	<u>Timiskaming</u>	<u>%</u>	<u>Total</u>	<u>%</u>
English	15,060	58.4	87,315	57.3	27,125	67.3	352,595	63.3
French	7,540	29.3	39,265	25.8	9,180	22.8	128,915	23.2
Other	3,170	12.3	25,895	16.9	4,000	9.9	75,435	13.5
Total	25,770	100.0	152,475	100.0	40,305	100.0	556,945	100.0

Source: 1986 Census Data, Ontario Ministry of Treasury and Economics, MT86A01, December 11, 1990

Table 5

Distribution of Native People by Census District, 1981

<u>Northeastern Ontario</u>	<u>Number</u>	<u>Percentage of Total Population In Census District</u>	<u>Percentage of Natives in Ontario</u>
Algoma District	5,405	4.2	4.9
Cochrane District	6,180	6.4	5.6
Manitoulin District	3,385	31.3	3.1
Nipissing District	2,000	2.5	1.8
Parry Sound District	970	2.9	0.9
Sudbury District	965	3.6	0.9
Sudbury Regional Municipality	2,025	1.3	1.8
Timiskaming District	710	1.7	0.6
	21,640		19.6
<u>Northwestern Ontario</u>			
Kenora District	16,000	27.1	14.5
Rainy River	2,300	10.2	2.1
Thunder Bay District	6,955	4.6	6.3
	25,255		22.9
<u>Southern Ontario</u>	63,650	NA	57.5
Total	110,545	1.3	100.0

* Includes Registered Indian, Metis, Non-Status Indian, Inuit

Source: Ontario Native Affairs Directorate, A Selective Overview of Native Conditions in Ontario with Special Reference to Conditions Affecting Native Employment Equity, December 13, 1990

91-VII The Development of Ryerson Polytechnical Institute

Summary

At the request of the Minister of Colleges and Universities, Council offers advice on the role, scope, research mandate, regulation and funding of Ryerson Polytechnical Institute. The framework for determining degree-granting powers developed in Advisory Memorandum 91-V is applied, and a special mission for Ryerson Polytechnic University is recommended.

1.0 Introduction

Council has been considering the development of the university system in Ontario for some time and has recommended a framework for institutional development in Advisory Memorandum 91-V, *The Establishment and Development of Provincially-Assisted Degree-Granting Institutions In Ontario*. This framework for decision making was then applied in the course of making recommendations on Nipissing College in Advisory Memorandum 91-VI. While that issue was under consideration, the Minister of Colleges and Universities informed Council of his interest "in changing the status of Ryerson Polytechnical Institute to that of a polytechnic university." Taking note of the many details that needed to be considered before implementing such a change, he asked Council for advice on the following:

1. Given the distinction to be made in Ontario between a polytechnic university such as Ryerson, and a comprehensive university such as the University of Toronto, and having in mind the scope, role and size of polytechnic universities in the United States and elsewhere:
 - What is the most appropriate role for a polytechnic university in Ontario in the provision of graduate studies?
 - Should the applied and professional nature of a polytechnic university preclude it from offering programs leading to a Bachelor of Arts?
 - How should a polytechnic university's mandate be expressed to reflect its distinct responsibilities in such area as research?
2. Compared to other universities in Ontario and given the limitations affecting all institutions in the Ontario university system regarding the funding of new programs, does Ryerson's present system of governance give sufficient assurance that it can regulate and validate the quality of its existing program offerings? Are any changes in governance needed to improve Ryerson's ability to undertake such self-regulation?
3. What would be the cost and timing of bringing Ryerson's programs to an appropriate formula weight level?

The Minister noted that other issues such as program mix, faculty expertise, and infrastructure (library, equipment, facilities) might also have to be addressed with respect to this matter. He invited Council to take these and any other relevant issues into account in

rendering its advice which he requested before September 1, 1991.¹

Council then invited Ryerson to submit a detailed brief containing information needed to answer the Minister's questions. Secondly, since the Minister's letter asked Council to advise upon a possible role change and degree-granting status adjustment for Ryerson, Council asked for the information needed to apply the criteria spelled out in Advisory Memorandum 91-V.² Ryerson responded with a comprehensive brief requesting degree-granting powers identical to those enjoyed by other universities in the system, a comparable research mandate and "parity of programme funding." President Grier noted in forwarding this brief "that it would not be fair to the other universities if this parity were to be achieved at their expense. New dollars must be provided for this purpose."³ It should also be noted that Ryerson simultaneously commented on the draft criteria which Council circulated for comment as part of the consultative process leading up to the recommendations contained in Advisory Memorandum 91-V.

In the short time available, it has not been possible for Council to apply all of the recommended criteria to the Ryerson proposal - the system of quality appraisal has yet to be established. Nevertheless in this memorandum, Council can address the two broad areas of concern that would lie within its purview should Advisory Memorandum 91-V be accepted; namely, (1) societal need and cost on the one hand, and (2) basic viability and suitability of role on the other.

The Minister's questions assume some distinction between a polytechnic university and a comprehensive university. The Ryerson brief, by contrast, argues that in degree-granting powers, research responsibilities and public support, there should be no distinction. Most of the Minister's questions will be addressed in the course of reviewing Ryerson's application using the framework already referred to, however, since there are subtle differences between Ryerson's proposal and the Minister's expressed interest, each of his questions will be explicitly answered at the end.

2.0 Background

2.1 Institutional Development

Vital institutions are constantly changing in response to external needs and internal pressures. No institution demonstrates this point better in the Ontario context than Ryerson Polytechnical Institute. As the knowledge and skill needs of the labour force have changed, its role has changed accordingly. Over the years, as Ryerson's faculty and administration have grown into new areas and activities, the character of the institutions has changed dramatically. As its changing institutional character has stretched the boundaries of its legislated mandate, its mission has been altered to recognize achieved objectives and new goals. Ryerson as an institution has been required to maintain a dialogue with society and the Legislature. A natural outcome of this continuing process is intermittent mutual adjustment as perceived needs and responsibilities change.

Ryerson began as a government-initiated experiment in post-secondary technical education when it was first established in 1948 as Ryerson Institute of Technology. It was, at that time, a branch of the provincial government. In 1963, the Institute became an

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1. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H. V. Nelles, March 27, 1991.
 2. Letter from Dr. H. V. Nelles to Terence Grier, President, Ryerson Polytechnical Institute, April 15, 1991.
 3. Letter from Dr. Terence Grier to Dr. H.V. Nelles, June 3, 1991.

independent diploma-granting institution and its name was changed to Ryerson Polytechnical Institute. Unlike a number of other institutes of technology, Ryerson did not become part of the newly established system of colleges of applied arts and technology in 1965. Nor did it become a degree-granting university as had Lakehead Technical Institute which had been founded at about the same time as Ryerson. It remained outside of both systems in terms of formal categories.

Over time, Ryerson carved out a role as a provider of something different from what the universities were offering with their emphasis on theoretical, research-intensive approaches to post-secondary studies and the very practical, hands-on education being developed by the colleges of applied arts and technology on the other. Ryerson sought a niche for itself in programs of applied knowledge somewhere between the colleges and the universities, and pedagogically between vocational and abstract levels. Ryerson's special mission to provide education and training lying somewhere between the colleges (with the power to grant diplomas) and the universities (with the power to grant any and all degrees) was confirmed in 1971, when it was authorized to grant two baccalaureate degrees which were unique to the institution, Bachelor of Applied Arts, and Bachelor of Technology. A third, Bachelor of Business Management, was added when its Act was revised in 1977. This unique set of degree designations indicated that Ryerson had a special mission that differentiated it from both the universities and the colleges of applied arts and technology.

Ryerson has very successfully explored and expanded the middle ground between the universities and the colleges of applied arts and technology. It has been more accessible than the universities but not as wide open as the colleges. Initially, students could gain entry with somewhat lower qualifications, than students entering university, but in recent years admission standards have risen to comparable levels. It has developed primarily as a teaching institution whose faculty's teaching loads are much higher than the universities but not as high as the colleges of applied arts and technology. Similarly, its faculty's formal credentials differed from those of the university professoriate on the one hand and the college teaching complement on the other. Ryerson also developed some unique programs which are not offered in either system.

To ensure that Ryerson's programs serve a clear societal need, legislation requires that they be externally appraised on a regular basis. An elaborate process of external evaluation for each program, which is in turn reviewed by Council, ensures that this is the case. This double external review first by the Program Review and Evaluation Process (PREP), and then by Council, is unique within the system. In this way, the Legislature is assured that Ryerson continues to maintain its practical, applied mission between the colleges and the universities.

Ryerson has thus developed as a unique institution within the Ontario system. The emphasis must be placed on the key words **developed** and **unique** in the previous sentence. For Ryerson has changed in response to societal needs while at the same time maintaining its unique mission. This has all been possible within a broad framework of public policy which in 1980, Council summed up as follows:

Under terms of the "Ryerson Polytechnical Institute Act, 1977," Ryerson may award diplomas and certificates and grant bachelor degrees in applied arts, technology and business management. The Act specifies that degree, diploma and certificate programs may be established, changed or terminated only after consultation with the Minister. The Act makes no provision for Ryerson to grant degrees in the "pure" arts and sciences, nor does it permit Ryerson to grant graduate degrees. Ryerson is thus defined, by the Act, as an undergraduate institution oriented towards programs of an applied nature.

Council accepts the concept of Ryerson outlined in the Ryerson Act. The Act sets the parameters within which the Institute must operate and thus

substantially defines its role. Ryerson possesses a mandate quite different from that of a university since the Institute's prime directive is to provide instruction in certain specified areas. Universities, by comparison, possess a more general mandate under which they may provide instruction in a wider variety of disciplines, conduct both basic and applied research and grant graduate degrees. Ryerson also differs from the CAATS in that it is authorized to offer programs at the degree level. The Act thus provides Ryerson with a unique specified role.⁴

The Legislature has encouraged Ryerson to develop primarily as an undergraduate teaching institution serving labour force training needs directly. Historically, this has meant that the research activities of the institution *qua* institution have been very carefully circumscribed. This policy regarding research was also summarized by Council in its 1980 memorandum:

Given the position which the Institute occupies within the post-secondary educational system and the specific academic orientation of its faculty, Council believes that Ryerson, as an institution, should not have a direct responsibility for either applied or basic research. The words "as an institution" in the previous sentence have a specific meaning in Council's view. They imply that Ryerson, unlike the universities but like the CAATs, should not be funded for the direct and indirect operating costs of research that are normally met from the Government of Ontario operating grants to institutions with acknowledged roles in both basic and applied research. Instead, Ryerson must be recognized as an institution devoted to instructional activities and the maintenance of effective liaison with the public and private sectors - within which the institute's graduates will work.

The faculty at Ryerson should be encouraged to work "in the field". If an industry or government agency wishes to have testing or evaluation done at Ryerson, the service should be offered on a complete cost recovery basis.⁵

Ryerson's general mission as an applied, undergraduate teaching institution with specified activity in research has meant that the Institute's operating funding has been discounted by ten percent in recognition of the fact that its role in research as an institution was limited.

Within a few years of government having adopted this recommended mandate and mission, government decisions began to change it. The Ministry of Colleges and Universities gave the federal granting councils approval to make Ryerson eligible for application for research grants from those Councils. The Ministry itself made Ryerson eligible for research grants from the University Research Incentive Fund. In themselves, these decisions did not alter the basic mission of the College. They did, however, stimulate the individual and institutional research effort and raise expectations of an enhanced research role.

The need for Ryerson graduates to possess credentials similar to those held by other graduates tended further to blur clear distinctions by attacking the concept of a unique degree. Since Ryerson was expected to do things different from and differently than other

4. Ontario Council on University Affairs, Advisory Memorandum 80-IV, p. 126.

5. Ontario Council on University Affairs, Advisory Memorandum 80-IV, and quoted again in Advisory Memorandum 81-III.

institutions, it granted its own named degrees. Over time, however, the requirement that Ryerson produce students ready to participate directly in the labour force came in conflict with that policy. In some fields, such as social work and technology, the Ryerson degree designations stood in the way of graduates obtaining full certification by licensing bodies and therefore hindered their career development. An amendment to the Ryerson Polytechnical Act in 1989 permitted the institution to grant "such other baccalaureate degrees as may be described by the regulations made under this act." In the House, the Minister explained: "this restriction on the degree-granting powers of Ryerson is designed to ensure that the institute confers only such degrees as are consistent with its differentiated role within the post-secondary sector." She then added: "at the same time, it may afford Ryerson degree holders enhanced employment and mobility opportunities by placing them on an equal footing with graduates possessing similar qualifications from other institutions."⁶ Both opposition parties supported the amendment, acknowledged the special role of Ryerson, and agreed that in these areas the status of Ryerson ought to be enhanced. As a result of this amendment, Council advises the Minister on changes in degree designations deemed consistent with its mission and mandate. Through this process, Ryerson has received approval to grant Bachelor of Social Work and Bachelor of Engineering degrees in certain programs.

Thus Ryerson not only acquired a partial research role, it also became more like the other universities in the system by being able to grant similar degrees - but only in those applied areas within its legislated mandate. Ryerson has evolved over time within the mandate clearly spelled out for it by public policy. Ryerson has changed with the times such that, in its own view, its character has altered significantly. It seeks to have that change in character confirmed by policy. It now wishes to be placed clearly and unambiguously in the university sector as a university with an unqualified mission, fully funded for research, and with the clear right to extend its offerings into graduate studies and outside of the narrow bounds of applied studies.

Similarly society has changed as has its needs for university-level education. What the population wants and can afford from its system of university institutions has dramatically altered in the last few years. Education and training needs are at once more specialized and more generally in demand. Society's ability to pay for service, whether through government grants or fees, is not boundless. Certainly society and government expect a more adaptable effective system of higher education capable of meeting diverse needs at modest cost. Ryerson's development must thus be seen not only against its own aspirations but also against the changing social need for post-secondary education.

2.2 Polytechnic Education

There is no more ambiguous term in the lexicon of higher education than polytechnic. Its meaning has remained clouded despite repeated attempts at precise definition. And if there is no general agreement concerning the meaning of the noun, polytechnic, by extension the adjective, polytechnical, presents even more of a conundrum. Nevertheless, Ryerson proudly bears the name in its title; many people, including the Minister, believe that polytechnic implies a specific type of education that distinguished the institution providing it from others. Therefore, our history and our direction from government demand that a further effort towards definition be essayed.

One school of thought has sought a practical definition of the term polytechnic as meaning that which lies between the colleges and the universities. As the only occupant of the middle ground between the two major post-secondary systems, Ryerson has been the leading champion of this view of polytechnic education. In appearances before a Committee

6. Hansard, January 11, 1989, p. 7184.

of the Legislature in 1979, the President of Ryerson Polytechnical Institute called for an expansion of polytechnical education as a third stratum of institutions within the Ontario system. The Ministry of Colleges and Universities in response prepared a Green Paper that found that the concept of polytechnic education was difficult to define in such a way as to draw sharp lines distinguishing polytechnic education from other forms of post-secondary education. The polytechnics of the United Kingdom, for example, developed into near universities, were participating in research and graduate studies, and in liberal arts and science as well as applied studies. The universities of Ontario were already heavily involved in engineering, applied science, professional, quasi-professional and career-oriented studies usually associated with polytechnics. It was difficult therefore to argue for the creation of a polytechnic stratum between the colleges and universities.

The responses to the Green Paper generally supported the fact that there did not appear to be a basis for creating another formal stratum in the post-secondary system called, polytechnic education. In Advisory Memorandum 81-III - Polytechnic Education in Ontario - Council reviewed the Green Paper and the responses to it from the college and university systems and concluded that program coverage in Ontario institutions was then polytechnic in scope. It concluded that there is no advantage to be gained by the creation of a formal third system of "polytechnical" post-secondary institutions. The wisdom of this general conclusion, arrived at more than a decade ago, would appear to receive support in the report of the Vision 2000 project.

In Great Britain, universities on the one side and polytechnics on the other formed a binary system of higher education. Polytechnics delivered a wide range of diploma programs and developed their own undergraduate and graduate degree programs under the auspices of the National Council on Academic Awards. They were locally based, funded less generously and by different means than the universities, and had a restricted research mandate. Over time the differences between universities and polytechnics diminished as the value and range of higher education offered by the polytechnics grew. The organizational and funding differences have also been largely obliterated and the two national funding and regulatory councils merged. Council also notes the recently announced decision of the government of the United Kingdom, generally supported by all parties, to merge the polytechnic and university sectors and phase out the name polytechnic. One of the reasons advanced for this was the fact the word "polytechnic" was a term not well understood in the United Kingdom and other countries. Recently in Australia at the federal level, the polytechnics and the universities have been combined into larger scale, comprehensive institutions.

Among the thousands of post-secondary institutions in the very heterogeneous systems of higher education in the United States, Council was able to find only three institutions with the words "polytechnic" and "university" in their names as follows:

- California State Polytechnic University, Pomona;
- Virginia Polytechnic Institute and State University;
- Polytechnic University, Brooklyn Campus.

Several other institutions have the word polytechnic in their titles, the best known being Rensselaer Polytechnic Institute and Worcester Polytechnic Institute.

In Canada, there is only one other institution bearing the name, L'École Polytechnique de Montréal, essentially the engineering faculty of l'Université de Montréal, although it is an affiliated institution which holds its own degree-granting authority in abeyance during its affiliation agreement with the university. In North America the word polytechnic would appear to be closely associated with engineering.

What then is to be made of the term "polytechnic" or "polytechnical" in an Ontario context. Though the word would seem to be passing from usage elsewhere it is very much alive here as the Minister's letter and the Ryerson brief clearly demonstrate.

Council continues to support the findings of the Ministry's 1980 Green Paper on polytechnic education and its own 1981 Advisory Memorandum that the word polytechnic does not possess a meaning that enables one to make clear distinctions in practice. The word appears to mean "a broad, more or less comprehensive coverage of fields of study with the added dimension that this meaning combines theory and applications." There is not a basis upon which clear distinctions of type can be made. Council has to agree with Ryerson that the word "polytechnic" is simply a general descriptor, not something around which one can draw the lines of a bureaucratic category.

In another Advisory Memorandum, 91-V, Council concludes that there should be a distinction in degree-granting power and names between institutions with special missions and universities. The Minister's letter makes a similar distinction. Council gave careful consideration to the matter of creating a special category of degree-granting institutions called polytechnics. It chose instead to think in terms of an omnibus category of specialized institutions, some members of which might be called polytechnic universities, with degree-granting powers and names appropriate to their missions.

Ryerson's response to the semantic difficulty of defining the words polytechnic and polytechnical, is to suggest that since no practical distinction between a polytechnic and a university can be made, therefore it should be given university powers and funding, and a research mandate, freedoms which exercised over time would allow it to become a university. There are other possibilities.

Council learned in the course of its deliberations that change in the case of Ryerson should be regarded in a positive rather than restrictive light. Ryerson has grown. Like other institutions it has legitimate aspirations. It seeks a productive and dynamic future. And insofar as Ryerson meets the expectations broadly set out for it in public policy, change should be encouraged. The lack of precision about names should not deter us from thinking positively about change. Council believes that it can recommend changes in the name, degree-granting powers and funding consistent with Ryerson's evolving mandate. In this memorandum, Council will recommend that Ryerson be renamed Ryerson Polytechnical University, that it be given much greater academic autonomy free from specific Council supervision, and that as a special mission institution its degree-granting power be broadened to allow it to grant recognized degrees in the much enlarged area of its competence.

3.0 Ryerson's Proposal

Upon receiving the Minister's reference, Council asked the Institute to submit a brief responding to a series of questions which are contained in Appendix A. Council compliments the Institute on the readability and comprehensive nature of the brief, which was produced to meet a necessarily tight timeline. Council also advised the other members of the system and the greater university community of organizations of the Minister's reference concerning Ryerson and invited submissions on both the general and particular issues it raised. Following receipt of the Ryerson documents and the system responses, the Institutional Policy Committee visited Ryerson for a meeting with the senior officers of the Institute to clarify certain aspects of its case and have questions answered.

Ryerson's wishes may be stated very simply as follows: it wishes to become a university with full university powers and full funding as a university. If accorded this status, it will reduce the teaching loads of its faculty closer to levels prevailing in the universities to allow for more research. It will hire more faculty, largely with doctorates, purchase more equipment, and improve its library holdings to facilitate this evolution. It will also use more auxiliary teaching staff. It has no immediate plans to develop graduate programs or to develop liberal arts programs. Nevertheless, it wants the unqualified right to do so. It estimates the cost of accomplishing this at \$17 million per annum, a 20% increase in its operating grant, a sum it believes that it would earn if the current university weighting scheme were applied without a discount.

As proposed in its brief, which comes with the endorsement of both the Academic Council, the Board of Governors, and the part-time students organization, a new Ryerson Polytechnic University would have the following characteristics:

1. Its emphasis would continue to be in the applied fields of education, with a focus on career-related, professional, and quasi-professional programs.
2. It would continue to offer a broad range of programs leading to undergraduate degrees in the following fields: administration, applied science, arts, business and management, communication and media, design, education, engineering, environmental studies, fine and applied arts, health and community services, and technology.
3. It would offer a limited number of distinctive, interdisciplinary programs leading to a Bachelor of Arts.
4. Over time, it would offer graduate programs, based upon its undergraduate distinctiveness and strengths and subject to societal needs, peer review, and funding approval.
5. It would have a funded research role and would continue to undertake research in a variety of fields commensurate with its strategic location, program mix, strengths, and expertise.
6. The curriculum would continue to reflect a blend of theoretical and applied studies.
7. Laboratories, clinics, practice studios, internships, and thesis and project work would continue as distinctive modes of instruction.
8. The core arts and sciences would continue to play a fundamental role in the curriculum.
9. Strong working relationships with the community and with business, industry, and professional organizations would be maintained. Instructional programs and research activities would continue to be highly responsive to societal needs and issues.
10. Faculty would have a variety of academic and professional backgrounds and qualifications. The guiding standard for all new appointments would continue to be possession of the highest academic and/or professional qualifications appropriate to the field concerned.⁷

Although the system and its organizations were invited to comment upon the Ryerson application, very few chose to do so. Brock University, a proponent of a single category system of institutions with similar degree-granting powers, supported the Ryerson request and therefore accepted its argument for university status. Lakehead and York universities also argued in their representations for a single category system of degree-granting institutions but

7. Brief from Ryerson Polytechnical Institute, pp. 16-17.

both recommended that an exception could be made for Ryerson for historical reasons and because it was a legitimate anomaly within such a system. Others chose to remain silent on explicit recommendations concerning Ryerson's degree-granting status.

Ryerson has not only made a proposal, the Minister has openly declared his interest in changing the status of Ryerson, an intention he repeated in a second letter to Council dated August 8, 1991:

It is my intention to approach my Cabinet colleagues with a proposal to change the status of Ryerson from that of an institute to that of a university, whose distinct mission would be focused on polytechnic education. There already exists a wide diversity of focus within the university system. I see Ryerson as adding to and enhancing that diversity.⁸

Council has recommended that applications for a change in status should be reviewed under three headings: societal need and cost; basic viability and suitability of role; and academic quality and readiness for self-government. Council will therefore follow its own advice insofar as it is now able. In light of the procedures and classification developed in Advisory Memorandum 91-V, it will assess Ryerson's application under the headings societal need and cost, and basic viability and suitability of role.

3.1 Determination of Degree-Granting Status

Ryerson has applied for university degree-granting powers. If the criteria laid down in Advisory Memorandum 91-V are employed, it should be possible to determine whether the proposal as received should be considered an application for university or special mission degree-granting authority. After considering each of the factors, however, the outcome is not an unequivocal yes or no. Ryerson meets some but not all of the university requirements, but likely could meet all of them if that were government policy.

The test of a university calls upon Council to decide whether: (a) the institution has a commitment to teaching and the capability of offering four-year programs in the core arts and sciences including humanities, social sciences, mathematics and natural sciences; (b) the institution and faculty should make research and scholarship a major priority; (c) faculty are in place to enable the institution to offer graduate work in three or more disciplines or interdisciplinary areas; and, (d) human and physical resources of the institution are comparable to the standard already set by the provincially-assisted universities.

On the face of it, Ryerson with its five faculties, 33 departments, 28 programs, and 565 tenure stream faculty would meet the first test of university characteristics. The nine departments of the Faculty of Arts and the six departments in the Faculty of Engineering and Applied Science provide coverage in most, if not all, of the core arts and sciences disciplines at the present time even though the institution does not offer four-year programs in these areas. Clearly, it could claim that it had the resources to do so. The Institute's commitment to quality teaching is enshrined in all of its founding documents, registered in the teaching loads of faculty, and attested to by its graduates. Ryerson is one of the pre-eminent teaching institutions in the system.

On the research test, the institution cannot make an unambiguous claim. That is not surprising since for many years the institution was openly discouraged from embarking upon research, as an institution. Research was, until recently, an individual responsibility of the faculty and not a faculty priority. Nevertheless over the years, the research effort has grown

8. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, August 8, 1991.

and the administration of Ryerson, with full institutional support, has campaigned for and partly succeeded in gaining a research niche and with it associated marginal funding.

To observe that the research enterprise at Ryerson is not as large as one might expect from a university of comparable size is, in large part, beside the point. Ryerson has not done much research because it has been officially discouraged from doing it. Heavy teaching responsibilities further inhibit the effort. In spite of policy, research has grown to be an important, though still minor, part of the institutional commitment. The Ryerson brief provided extensive detail, not only on research funds dispensed within the various faculties and the exhaustive research policy recently adopted by the institution, but also on the research and scholarly output of the faculty in recent years. Plainly, some faculty in some units are doing significant research although Ryerson has a long way to go to close upon the research effort of other smaller scale universities with similar faculties and mixes of programs. In short, Ryerson has some research capability, but it has not yet reached university standard for quite understandable reasons.

If Ryerson were to be thought of as a university capable of offering graduate studies, it would require focused concentrations of faculty in at least three disciplines or interdisciplinary areas. Here one cannot be absolutely certain of the situation without a thorough academic review. Ryerson does not have immediate graduate plans. That also is understandable since it is precluded from graduate study on its own under the present arrangements. In the abstract, however, the numbers of faculty in departments would suggest that Ryerson may lack the concentration of faculty in unique sub-specialities with doctorates or terminal teaching degrees to qualify under Ontario Council on Graduate Studies regulations. But it may well be the case that in the interdisciplinary and applied areas identified by Ryerson as possible areas of future graduate activity that the fit of personnel and programs would meet OCGS standards for the Masters level.

Ryerson's physical resources are on a par with those of the existing system. Like the rest of the system, Ryerson could use more space and more up-to-date equipment. Its library may not meet classical standards of numbers of volumes per student and it would probably need major upgrading to meet extended undergraduate honours, quasi-professional, graduate, research and other demands. In recent years, Ryerson has been able to add substantially to its existing capital stock and in the multi-disciplinary communications area it has state-of-the-art facilities.

It is on the human resource side that Ryerson stands distinctly apart from the rest of the system. According to the figures presented by Ryerson, only 25.6% of its faculty possess doctorates. This is substantially below the system average of 67%. That level may be perfectly appropriate to an institution emphasizing applied disciplines, with a limited research mandate, and a requirement to keep its programs closely geared to current labour force needs. However, if Ryerson wished to be considered a university with the capability of granting any and all degrees, it would have to close that gap, particularly since it wants to expand its research base and contemplate graduate work. Both of those enterprises hinge upon faculty qualifications. There may well be human costs involved. Approximately 130 of the 565 faculty would be compelled over the period of academic appraisal to obtain doctorates or be replaced with fully qualified faculty. Many of these people have extensive teaching experience, are well advanced in their careers, and might not be able to make the necessary adjustment.

To conclude, the Ryerson proposal does not meet all of the requirements Council has proposed to qualify for the broad degree-granting powers associated with university standing. The Ryerson brief revealed in the planning documentation presented that Ryerson may not be an unqualified university under the definition proposed in Advisory Memorandum 91-V but that is not to say that it could not become one. Certainly the argument could be made that currently it has a broad base and that with effort and funding over an extended period it could qualify on all counts.

A comparison of Ryerson's proposal with the OCUA criteria indicates that the appropriate degree-granting authority should be that of a special mission institution. But the question still remains, should Ryerson be set upon a path towards unrestricted university status, or should its special mission be confirmed with appropriate degree-granting powers?

4.0 Societal Need and Cost

In Advisory Memorandum 91-V, Council recommends that the university-level education needs of the province would be best served by a system of universities complemented by institutions possessing special missions, mandates and degree-granting powers. One of the major characteristics of a university, as defined in that memorandum, is that basic and applied research is integral to its mission. Notionally, the faculty of universities commit one third of their working time to research and other scholarly activity which is expected to contribute to the discovery of new knowledge and the enrichment of teaching, not simply the transmission of existing knowledge. University faculty are specifically trained to become generators of new knowledge through doctoral level studies. Typically, more than half of university faculty have doctorates; others hold final degrees in their respective fields of study or performance. The difference between universities and other institutions is also manifest in the teaching loads of faculties. In the Colleges of Applied Arts and Technology, faculty are obliged under their collective agreements to teach up to 18 hours per week. In the universities, the normal teaching loads are usually one-half of this. The current Ryerson teaching load is 12 to 15 hours.

Numerous recent commentators have stressed the urgent need for teaching institutions, particularly in the areas of applied knowledge, to serve our changing economic needs. Our economy and labour force are rapidly changing and our university-level institutions must adapt as well.⁹ We are in the process of rediscovering the value of good teaching and laying a new stress upon training with a solid grounding in general education. These are activities which are normally carried out at the undergraduate and Masters degree levels. It is important that public policy in Ontario be responsive to these rapidly emerging needs.

4.1 Societal Need

Does Toronto need another university? It could be argued that sooner or later the institutions in the Greater Toronto Area will certainly have to accommodate more university-level enrolment. Council believes that the demand for access to undergraduate university studies will begin to grow again in the latter part of this decade and through the next century. Council further believes that regional population projects indicate growth will be concentrated in the Greater Toronto Area. Recent studies have indicated a considerable growth of population in this area and that the growth could result in the need for the equivalent of two new universities in this area. Council, therefore, believes that Ryerson could well contribute to the accommodation of increasing enrolment demand resulting from this population growth, particularly if a large part of the growth is accomplished by infilling of population within the existing boundaries of Metropolitan Toronto. Some of this population growth will be the result of continued high levels of immigration which tends to produce pressures in the urban areas. Ryerson is therefore well situated to respond to these pressures, although this begs the question as to what roles York University with its two existing campuses and the University of Toronto with its Scarborough and Erindale campuses ought to play in accommodating the expected growth. If, however, the growth is in the areas of Mississauga and Halton, for

9. Two papers by Dr. Stuart Smith perhaps best represent this tendency: "Skilled and Educated: A Solution to Ontario's Urgent Need for More Polytechnic Programs," Vision 2000 Background Paper; and his "Issues Paper," Commission of Inquiry on Canadian University Education, May, 1991.

example, institutional development might also be needed in those areas.

If long-term patterns hold, the demand for growth will be in undergraduate arts and science programs with other, more professional and career-oriented programs responding to more short-term business and other cycles. Ryerson is well positioned to meet the demand for applied, technical, and quasi-professional training even if it may not be currently configured in its programs to meet enrolment demand in arts and science. In the important area of applied studies and in programs designed to serve public and private labour force needs, many of which are concentrated in the Greater Toronto Area, Ryerson is well situated and solidly based to expand to meet those needs.

Certainly Ryerson in its present form serves an important societal need. Its modestly growing enrolments across a wide range of fields speak to the need for its unique kind of applied learning grounded upon a solid base of general education. The question that needs to be resolved, however, is whether or not Ryerson should be encouraged to expand its service in these areas or alternatively to develop arts, science and other programs in more traditional academic areas and a greater research capability. Council believes that Ryerson's mission in university level education in the Province of Ontario continues to be in the specialized, quasi-professional, professional, and applied areas. Council accordingly believes that it is in the public interest that the institution be encouraged by policy to develop in accordance with its strengths rather than to transform itself into a conventional university.

4.2 Cost

Ryerson is currently one of two institutions (OCA being the other) whose enrolment is funded according to an institutional weight rather than program weights. Ryerson's weight of 1.42 was set in 1986 according to its 1984-85 program enrolment mix and discounted to reflect its legislated instructional mandate. The institutional weight was calculated by applying the university program weight to Ryerson's program enrolments; determining the university-equivalent institutional average (1.58); and discounting the estimated university-equivalent average weight by 10% to reflect its restricted instructional mandate. Since the discount was set at 10% rather than the notional 33%, some research effort at Ryerson is still funded.

As part of its proposal for university status, Ryerson is requesting that it be given full university funding at university-equivalent weights and that it no longer have an institutional weight. Under the program mix awarded in the 1989-90 corridor negotiation process, Ryerson projects that at its approved new corridor, its mix of enrolment will result in an average weight of 1.69 as compared to the current institutional weight of 1.42. Ryerson estimates that, in 1991-92 dollars, this weight change will require an additional \$17.2 million in ongoing base grants and requests that it be phased-in over four years: \$5,817,000 in 1992-93; \$3,790,000 in 1993-94; \$3,790,000 in 1994-95; and, \$3,790,000 in 1995-96. In approximate values around \$7 million of this would be attributed to changing enrolment mix and \$10 million to an expanded research effort. Council's independent calculation of \$16.7 million generally confirms Ryerson's figures.

Ryerson has indicated that much of this increased funding will be used to increase its research commitment and reduce full-time faculty teaching duties. Indeed, Ryerson is planning to reduce student contact with full-time faculty and instructional time associated with students' course of study to bring it more in line with university paradigms. Therefore, it should be made clear that for the most part the sizable additional cost to government are to be spent to allow faculty to engage in research, no additional students will be taught. Specifically, the additional funds are needed in part to hire 85 more faculty and supporting teaching staff to teach the same number of students, to improve equipment, library and other resources in support of the proposed expanded role in research.

Ryerson's argument for additional funding hinges on a simple and compelling desire to be funded at parity with other universities. If status is to be changed to that of a university,

it should receive equitable funding to that of similar institutions. There are currently other outstanding funding equity considerations for which there are several institutions which would claim with equal vigour their need for redress if Ryerson's claim is accepted. First, several institutions currently receive Base BOI funding per Base BIU at rates less than the system average. Ryerson currently receives slightly above average funding per Base BIU. Second, other research-intensive institutions whose research enterprise grew rapidly in the past decade claim inadequate support for the overhead costs of this research growth. With its limited research mandate, Ryerson has not had to cover these costs.

These calls for redress of perceived funding inequities come at a time when additional resources are extremely scarce. Council has made it clear in the past that redress of these concerns will only be contemplated if there are extraordinary additional funds provided by Government for these purposes. Indeed, Ryerson has stated to Council and the institutions in the Ontario university system that whatever funds might be required to meet its needs should not be drawn from other institutions but rather should come in the form of "new money."

Table I outlines Ryerson's planned expenditure increases under full university-equivalent funding. As already indicated the cost to government would eventually mount to approximately \$17 million in 1990-91 dollars. There will, of course, be longer term costs. If the Institute embarks upon graduate education, there will be demands for funding to support the increased costs. Similarly, any significant enlargement of programs in the arts and sciences will require more of the funding available to the system.

In a previous Advisory Memorandum 91-V, Council recommended that applications for changes in status or for the establishment of new institutions should not be undertaken unless funding is available to meet the basic needs of the existing system.

Council also believes that funding the development of new institutions or changes in the mandate of existing ones should depend on the province having as a first priority the adequate funding of the current institutions. At a very minimum, Council believes that the existing institutions should not be allowed to deteriorate as a result of the funding required to add new institutions or to change the mandates of existing ones. New resources above current commitments should be provided to sustain new initiatives.

This conviction, however, should not stand in the way of all change. Council recognizes, that there may be circumstances where, from time to time, new initiatives arise and require special funding. Ideally new resources above current commitments should be provided to sustain new initiatives. New initiatives undertaken at the expense of existing levels of activity should be for declared priorities. Council may well offer advice as to whether the costs involved, in view of alternative uses, would be justified. First consideration would in those circumstances be given to the ability of the proposal to further the five goals established for the system.¹⁰

On the one hand, Council remains to be convinced that the additional funds needed primarily for research will provide a net public benefit especially if these funds are drawn from other elements of the system. On the other hand Council does believe that Ryerson has an important mission, one it is ideally situated and suited to build upon. Council believes that

10. Ontario Council on University Affairs, Advisory Memorandum 91-V, p. 19.

money spent on the enhancement of teaching in the applied engineering, and quasi-professional areas can be amply justified.

5.0 Basic Viability and Suitability of Role

5.1 Basic Viability

In reviewing the basic financial viability of Ryerson, Council distinguishes between two separate and distinct financial considerations: the alteration in operations and expenditures related to the proposed infusion of additional grants related to a change in status; and, the current and planned operating fund balance.

Addressing the latter issue first, Ryerson currently has a cumulative operating fund deficit for 1990-91 of \$3.569 million or 3.6% of total operating revenue, as indicated in Table 2. This deficit is anticipated to grow to \$6.773 million in 1992-93. It will then be gradually reduced and turned into a positive position by 1996-97. Ryerson has given Council every assurance that this deficit reduction plan will be fulfilled as outlined and that it is undertaking measures to effect economies in operations. This is particularly true with respect to instructional activity where the institution is introducing procedures to better utilize their teaching resources by employing demonstrators, laboratory assistants, markers, and other teaching assistants to take over tasks previously undertaken by more expensive full-time faculty, thereby allowing faculty resources to focus where it is most crucial in the learning process. Ryerson has indicated that regardless of the legislative status of the institution, it will be undertaking these changes in operations in order to reduce its expenditures and balance its budget. While Council is concerned about the size of the current deficit it is reassured by the commitment of the institution to deficit reduction over a reasonable period.

With respect to the additional funds requested associated with a change in degree-granting powers, Ryerson has made it clear that if additional funding is provided it will not be used for deficit reduction. Instead, it will be used primarily for the implementation of its enhanced research role through increased numbers of full-time faculty to allow for reduced teaching loads in order to free-up time for research purposes, improved laboratory facilities, enhanced library holdings, and research and instructional support.

Council accepts the clear distinction made by Ryerson between its current deficit situation and new operating costs associated with an increased research mandate. Consequently, Council has restricted itself to evaluating the cost implications of a change in legislative status on Ryerson's operations. It concludes that, with additional funding, Ryerson's plans for a change in operations are financially viable. The institution should be expected to proceed prudently and not introduce change in workload and other costs associated with an enhanced research mandate without there being in place ongoing base funding to cover these changes in costs. Ryerson should adjust its mandate only as far as the funding will permit.

Ryerson's brief to Council, in support of the changes recommended for it, gave Council confidence that the Institute is a well-organized and managed institution. It has the governing structure and executive capability in place upon which to build a choice of alternative futures should the funding become available. Indeed Council has become convinced in the course of not only this examination but also the current cycle of Program Review submissions that it has demonstrated the capacity for taking full responsibility for its academic programs. More will be said about this below.

5.2 Suitability of Role

Ryerson's short and intermediate term objectives appear to be to give it a significant research role. It has no plans to begin graduate programs or to further develop programs in the humanities, social sciences, and natural sciences in the short term. The major short-term development would be funding for an expanded role in research. It believes that a research

role is necessary to sustain the quality and relevance of its programs; to provide research-related learning opportunities for senior students; to attract top-notch faculty; to sustain the scholarship and professional competence of faculty; and to obtain accreditation for its programs. Ryerson states that its research accomplishments make a significant and distinctive contribution to Ontario's research enterprise.

Council is generally in agreement with the proposition that research enhances teaching. It does not, however, believe that all degree-granting institutions in Ontario should be equally engaged in research. It notes that there is growing concern about an apparent diminution in the importance of undergraduate teaching. This has been reflected most notably in the public response to the Commission of Inquiry on Canadian University Education. If society accedes to Ryerson's wishes to become a university in the traditional mode, it could be removing from the system of post-secondary education in Ontario the only degree-granting institution primarily dedicated to an applied education mission. It will in effect be shifting resources from teaching to research. Council believes that the implications of this should be carefully weighed.

Council is also concerned that Ryerson's faculty, as it is presently constituted, does not currently possess the qualifications to give it a significant role in research on a par with the other universities with a similar program mix. Without considerable development of its faculty resources, Ryerson as an institution would not be well positioned to compete for scarce research dollars in open competitions in most areas even though in some areas it is building a reputation. Council notes that both the total number and proportion of faculty holding doctorates would have to increase significantly were it to take on the range of programs required of a university.

The question thus facing those charged with the making of public policy in Ontario is whether under the circumstances additional resources should be spent on extending Ryerson's research capability or whether that money would be better spent on other matters within Ryerson's mandate. Should Ryerson be hiring more PhD's in traditional disciplines or developing teaching expertise in the field of applied knowledge which would not necessarily require doctoral level qualifications?

Ryerson has had up until now a clearly defined position in public policy. It has evolved to fit between the colleges and the universities, to provide a special type of education not available elsewhere, and to concentrate its energies on applied programs in certain areas. As defined in AM 91-V a general mission university in Ontario would have certain characteristics that Ryerson does not now possess or plan to acquire. Its ambitions and legislated mission lie in a different direction, toward the applied disciplines. If it were to vacate this role to become a general mission university, it would have to do so at the expense of its primary mission. In short, is it desirable from the point of view of public policy that this mandate be vacated and the institution freed to pursue a goal of becoming a university much like the others? In Council's view, there remains a legitimate need for special mission institution focusing upon the applied disciplines geared to the needs of the economy and society of tomorrow. Council notes that most of Ryerson's intermediate goals lie in this same direction. A special mission institution bearing the name Ryerson Polytechnic University could meet these societal needs.

6.0 Some Preliminary Thoughts on Academic Quality and Readiness for Self-Government

Council has not had an opportunity to conduct a thorough examination of the quality of Ryerson's programs and human and other resources. As Council has recommended in a previous Advisory Memorandum 91-V, applications for changes in the status of new institutions or changes in the status of existing institutions should be given a thorough-going appraisal for quality through a process of peer-adjudicated appraisal. Council believes and is prepared to recommend that Ryerson Polytechnical Institute be authorized to change its

name to Ryerson Polytechnical University and that its special mission as an institution primarily dedicated to undergraduate teaching in the applied engineering, quasi-professional, and business fields be affirmed. As such, it would be accorded somewhat wider degree-granting authority and complete autonomy insofar as academic matters are concerned. If government accepts this recommendation that Ryerson's status should change, Council would then further recommend that Ryerson's programs be submitted to the peer-adjudicated appraisal of quality recommended in Advisory Memorandum 91-V.

Council believes that Ryerson is ready to receive an academic evaluation to determine the quality of its programs. Indeed, this should not prove a difficult burden to bear because Ryerson already has in place a unique Program Review and Evaluation Process, the second cycle of which is under way.

It is also probably the case that Ryerson is ready to govern itself without Council oversight of its PREP procedures. Ryerson is in the midst of its second seven-year PREP cycle. All of the programs reviewed have been favourably appraised thus far. Council sees no need for any additional external quality evaluation procedure beyond those instituted in Advisory Memorandum 91-V. Indeed, it might be said that, to a certain extent, Council is recommending that the evaluation procedures that have been in place for many years at Ryerson be adapted and applied within the other institutions of the system.

The results of the PREP process over two cycles, the structures in place, and the general comportment of the institution give Council confidence that it is certainly ready for self-government. The extraordinary regulatory measures might be removed, leaving Ryerson, like the other institutions, subject to the routine funding approval process and quality evaluations that will apply elsewhere.

7.0 Recommendation

Taking into account the Ryerson brief and the Minister's two letters, Council recommends that the process of creating Ryerson Polytechnical University should be initiated. A clear societal need for such a special mission institution has been identified and Ryerson itself has mapped out plans for academic development which seem entirely consistent with such a mission.

The next step, following the direction contained in Advisory Memorandum 91-V is to subject the institution to an external quality appraisal. Since Ryerson is an established institution whose capabilities are well known, the team of peer adjudicators should be instructed to focus their attention upon questions of academic quality. Can the institution be left to guarantee the quality and currency of its programs on its own? Does the institution have in place procedures to ensure quality and do those procedures work effectively? What degrees should Ryerson be empowered to grant in view of the programs and personnel in place or planned? Such a review should be relatively easy to conduct at this point as Ryerson is in the midst of the second cycle of its PREP process during the course of which all of its programs have to be subject to external evaluation. The documentation generated by that process should form the basis of the comprehensive external review. The continuing process should as well provide the evidence of ongoing academic management which could be evaluated by the Quality Review process recommended in Advisory Memorandum 91-V.

When Ryerson has passed the quality appraisal process, Council would recommend that its title be changed to Ryerson Polytechnical University or any other suitable title which qualifies the word university in some meaningful way. It should be authorized to grant such specified degrees as the process of quality appraisal and academic audit should recommend. Its specialized mission should be excellence in teaching in the applied arts, business, engineering and applied science, technology and social services fields. However, it should not be precluded from planning for graduate programs in areas of specialized competence. Like other applications for graduate program approval, its programs would be subject to analysis by the Ontario Council on Graduate Studies. Council has confidence that these

procedures are a sufficient warranty of the quality of programs and protection against duplication of effort.

Council is concerned about the long-term implications of encouraging all institutions to be more and more alike, pursuing research and graduate teaching in the traditional areas as the *summum bonum*. Excellence in undergraduate teaching and applied learning must be valued. Council believes that the system should become more differentiated, not less, and that differentiation should occur not just in terms of the types of programs offered but in other fundamental respects such as the kind of teaching

Council believes that Ryerson should continue its long-term evolution as a special mission degree-granting institution with particular responsibilities in the applied disciplines which are for the time being situated primarily at the undergraduate level. Council also believes that Ryerson should continue to excel particularly in areas like providing access to under-represented groups in society through non-traditional modes of teaching, distance education, and special access programs. The name "Ryerson Polytechnical University" will signify to the public a special role for the institution while giving it greater status and removing ambiguity about its standing.

Accordingly Council *recommends to the Minister:*

OCUA 91-46

*DEGREE-GRANTING STATUS FOR RYERSON POLYTECHNICAL
INSTITUTE*

THAT Ryerson Polytechnical Institute undergo academic quality appraisal as recommended in Advisory Memorandum 91-V. If Ryerson meets the criteria, it should be incorporated as Ryerson Polytechnical University with powers to grant such degrees as the academic appraisers deem appropriate to its mission, programs and academic plans.

8.0 Answers to the Minister's Questions

This examination of Ryerson's proposal was set in motion by a series of questions posed by the Minister of Colleges and Universities noted at the outset. During the course of this analysis, most of these questions have been answered. However, for ease of reference, it would be helpful if Council addressed each question with a specific answer.

The Minister asked:

"What is the most appropriate role for a polytechnic university in Ontario, in the provision of graduate studies?"

Council's reply, based upon the foregoing, is that: (a) a polytechnic university has no precise definition but rather indicates a program mix tending toward engineering professional, quasi-professional and applied knowledge; and, (b) as such, it would be classified as a special mission institution; (c) with a focus on applied teaching and learning primarily, though not necessarily exclusively, at the undergraduate level. It should be permitted as well to develop graduate programs at the Masters level in those disciplinary or interdisciplinary areas in which it has unique strength. The routine OCGS and OCUA funding approval procedures should be adequate in determining academic quality on the one hand and societal need and student demand on the other.

"Should the applied and professional nature of a polytechnic university preclude it from offering programs leading to a Bachelor of Arts?"

A polytechnic university ought to have allied supporting strength in the humanities, social sciences, physical, biological sciences and mathematics, and in Ryerson's case this is true. If these departments and faculties develop programs consistent with the mission of the university, which would justify the awarding of a Bachelor of Arts degree, and if such programs meet academic appraisal, the institution should not be precluded from offering the Bachelor of Arts degree.

"How should a polytechnic university's mandate be expressed to reflect its distinct responsibilities in such area as research?"

Research is an expensive undertaking that requires highly trained personnel, equipment, overhead support, and time. Currently, Ryerson is mandated to pursue research in applied areas, in particular working co-operatively with industry. Some individual faculty members will have this expertise and should be given the opportunity. The current discount of funding for Ryerson allows for some research capability but not as much as the universities. But the institution as a whole does not possess extensive research capability as it is presently configured. Council does not recommend at this time that the institution be given a general research mandate. In Council's view that would necessitate too much of a shift of resources from teaching to research directly in the case of Ryerson and indirectly as the funds would necessarily be drawn from the allocation available to the system as a whole.

"Compared to other universities in Ontario and given the limitations affecting all institutions in the Ontario university system regarding the funding of new programs, does Ryerson's present system of governance give sufficient assurance that it can regulate and validate the quality of its existing program offerings? Are any changes in governance needed to improve Ryerson's ability to undertake such self-regulation?"

Council's experience with the Program Review Evaluation Process over one and a half cycles provides ample evidence that the institution is fully able to conduct these reviews itself without outside oversight. The regulations requiring OCUA review and recommendation for each Ryerson program could be foregone. Under these arrangements, Ryerson would have to evaluate its programs on its own and make appropriate adjustment in the light of comments from visiting committees, professional bodies and the like. If Advisory Memorandum 91-V is accepted, Ryerson's degree programs would have to pass inspection by the initial academic evaluation body; thereafter Ryerson, along with all of the other institutions in the system, would be required to have its own internal quality appraisal system audited periodically.

"What would be the cost and timing of bringing Ryerson's programs to an appropriate formula weight level?"

Ryerson estimates the cost of funding an enhanced teaching and research effort at \$17 million. Council's own calculation confirmed the approximate magnitude of the funding required. Taking into account the weight adjustment discussed below the net research adjustment sought is in the order of \$10 million. On balance, however, Council does not consider that the marginal expenditure of \$10 million on research appropriate under the circumstances. Rather, Council believes Ryerson should have special mission of teaching excellence in the applied areas.

The question of how Ryerson's special mission should be funded, however, remains to be answered. As has already been noted above, Ryerson is not funded in the same way as the rest of the system.

In reviewing the Ryerson proposal for university status, Council noted that in the period between the last Ryerson weight review in 1986 and when corridor negotiations occurred in 1989, the curriculum in some programs has changed significantly enough to warrant a review of its institutional weight. Council, therefore, recommends that Ryerson's institutional weight be reviewed this Fall. Preliminary estimates suggest that the weight may have changed for a level of 1.42 to a level of 1.56, implying that Ryerson might be eligible for additional funding in the order of \$7.5 million.

The weight of each Ryerson offering has to be estimated by comparison with similar programs offered elsewhere. The partial research discount of 10% is then applied. Council continues to believe this is the most equitable method of funding Ryerson's programs.

Over time, the program mix at Ryerson changes as new programs are added or upgraded. It is appropriate therefore to recommend that Council revisit the question of an appropriate institutional weight for Ryerson.

Accordingly, Council *recommends to the Minister*

OCUA 91-47

WEIGHT REVIEW FOR RYERSON POLYTECHNICAL INSTITUTE

THAT the Council be requested to undertake a review of the appropriate institutional weight for Ryerson Polytechnical Institute as apart of the ongoing evaluation of the level of funding appropriate to polytechnical programs.

Dr. H. V. Nelles,
Chairman

September 6, 1991

Table 1

**Summary of Year-Over-Year Increased Expenditures
Assuming University Equivalent Funding
(in \$000)**

							TOTAL INCREASE IN ANNUAL EXPENDITURES
OBJECT OF EXPENSE		1992-93	1993-94	1994-95	1995-96	1996-97	
LIBRARY	Library Acquisitions	450	450	450	450		1,800
	Other Salaries, Wages	200	200	200	200		800
	Benefits	29	29	29	29		116
	Equipment	50	(40)	140	50		200
	Operational Supplies	25	25	25	25		100
EQUIPMENT	Equipment	1,728		300	139		2,167
SCHOLARSHIPS	Scholarships	450	150	150			750
RENOVATIONS	Renovations, Alterations & Repairs	300	100		100		500
SUPPLIES	Operational Supplies	100		200	200		500
FACULTY	Academic Ranks		100	90			190
REORGANIZATION	Misc. Expense		42	18			60
CHANGE IN FACULTY	Academic Ranks	1,137	1,495	1,170	1,208	515	5,525
	Employee Benefits	166	218	171	176	75	806
CHANGE IN SUPPORT STAFF	Other Instructional Research Salaries	1,050	691	481	464	114	2,800
	Other Salaries	375	200	100	100	25	800
	Fringe Benefits	208	130	85	82	20	525
PERMANENT BASE INCREASE		6,268	3,790	3,609	3,223	749	17,639
ONE TIME EXPENDITURE (MISCELLANEOUS)				181	567		
TOTAL		6,268	3,790	3,790	3,790	749	

Source: Ryerson Polytechnical Institute, Ryerson's case for University Status, June 3, 1991, Table 16-7, p. 229.

Table 2

**Ryerson's Deficit Reduction Plan
(\$000)**

YEAR	1990 Estimate of Cumulative Deficit
1990-91	(3,569)
1991-92	(6,102)
1992-93	(6,773)
1993-94	(5,773)
1994-95	(3,841)
1995-96	(942)
1996-97	2,834

Source: Ryerson Polytechnical Institute, Ryerson's Case for University Status, June 3, 1991, Appendix F.

Table 3

1991-92 Budgetted Expenditures and Deficit

Salaries and Wages		
Academic Ranks	47,631	
Other Instruction and Research		
Other Salaries and Wages	30,007	
TOTAL Salaries and Wages		77,638
Employee Benefits	12,007	
TOTAL Salaries and Benefits		89,645
Library Acquisitions	1,002	
Equipment & Furniture Purchase, Rental and Maintenance	2,610	
Operational Supplies and Expenses	3,778	
Cost of Goods Sold		
Utilities		3,247
Municipal Taxes	669	
Renovations, Alterations & Repairs	250	
Externally Contracted Services	4,160	
Scholarships, Bursaries, etc.	56	
Principal & Interest Repayments		
Land & Site Services		
Buildings		
Miscellaneous	1,845	
Internal Cost Allocations		
TOTAL		107,262
Increase (Decrease) for the Year	(2,248)	
Balance - Beginning of the Year	(3,852)	
Balance - End of the Year	(6,100)	

Source: Ryerson Polytechnical Institute, Ryerson's Case for University Status, June 3, 1991, Tables 16-9-2 and 16-9-3.

Appendix A



Ontario
Council on
University
Affairs

Conseil
Ontarien
des Affaires
Universitaires

416/965-5233

7th Floor
700 Bay Street
Toronto, Ontario

700, rue Bay
7^e étage
Toronto, Ontario
M5G 1Z6

April 15, 1991

Mr. Terence Grier
President
Ryerson Polytechnical Institute
350 Victoria St.
Toronto, Ontario
M5B 2K3

Dear Mr. Grier:

In a letter to me dated March 27, 1991, the Honourable Richard Allen, Minister of Colleges and Universities, has asked the Ontario Council on University Affairs to advise him on the matter of changing the status of Ryerson Polytechnical Institute to that of a polytechnic university. I believe that this letter has been copied to you. I do not, therefore, need to recite some of the specific subsidiary questions that were posed in that letter.

This matter has been referred to the Institutional Policy Committee which as you know has under consideration a proposal from Nipissing College for a change in status. The committee is currently considering the matter of how universities are created. Ryerson along with all other institutions in the system has been asked for comment and reaction to a proposed set of criteria. This proposal has been further developed and I have written the Council of Ontario Universities (COU) and the executive heads about this under separate cover. It would be very helpful if the institute could in its response indicate what it believes the differences would be between a polytechnic university and other kinds of universities. Are polytechnic universities a class of universities to which other institutions in Ontario might be added in the future or should there be only one polytechnic university in Ontario?

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In addition to the Committee's request for comments on the criteria for establishing university-level institutions in Ontario, the Committee has asked that the institute prepare a brief setting-out the current state of the institute and the institute's plan for development in the event that it becomes a polytechnic university. The Committee has asked that the brief indicate how this development will better serve current or anticipated societal need and student demand.

MISSION

Please provide a statement of what changes in the mission and objectives of the institute would be contemplated by its becoming a polytechnic university.

GOVERNANCE

Please provide a description of the current governing structures of the institute and a description of changes that the institute would propose if it were to become a polytechnic university.

MANAGEMENT

Please outline the current management structure of the institute and any changes it would propose in this structure if it were to become a polytechnic university.

PLANNING

Please provide a plan for the intermediate and long-term development of the institute on the assumption that it would be transformed into a polytechnic university. Please indicate very specifically the programs including the disciplines and degree-levels the institute would propose to add or discontinue if it were to become a polytechnic university. Of particular interest would be the role of diploma programs in a polytechnic university. Please include a description of the institute's research plans.

The institute's plan should provide enrolment forecasts, human resource estimates (broken down between faculty and non-academic support staff), and forecasts of income and expenditures over the ten-year period ending in 2002. The income forecasts should be on at least the following two

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Mr. Terence Grier

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assumptions: 1) applying the institute's current combined weight; and 2) applying the weighting scheme applied to the universities. The income and expenditure data should be set out using the categories adopted by COFO - UO. The enrolment data should be stated in FTE terms and be subdivided using Statistics Canada SPEMAJ categories as well as by M.C.U. formula programs of study categories.

Describe the institute's current management information systems and its planning capabilities and any changes it would make if it were to become a polytechnic university.

TEACHING PROGRAMS

In addition to the information on academic programs requested above, the institute should set out its current academic regulations including admission standards and practices and what changes, if any, it perceives to be necessary should it become a polytechnic university.

How will the change in status affect the process of program review and evaluation which the institute currently has in place?

RESEARCH

Please set out the institute's current research activity in each of its departments. Please describe how the institute would see its research role developing over the intermediate and longer term. Please be as specific as possible about the kind of research the institute and its departments will be pursuing, i.e., basic theoretical research, applied research, research and development for industry, etc. and indicate the kinds of contributions to society this research will make. Please specify how research will be supported and what implications the new plans will have for staffing and other resources. Please also specify how research overheads will be funded.

ACADEMIC STAFF RESOURCES

Please provide data on the numbers of full-time faculty and part-time faculty in each department together with their academic qualifications and their research and other scholarly accomplishments. Do not send us the names of individual faculty members. Please indicate for each department not only the full-time and part-time numbers but also the numbers expressed on an FTE basis. What changes in

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Mr. Terence Grier

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the numbers and qualifications of the faculty would the institute propose to make if it were to become a polytechnic university? What work-load changes will be necessary if the institute embarks on its planned research program? What is the institute's current and planned ratio of FTE faculty to FTE students. Please state the financial resources that will be necessary to effect these changes.

Please append to the brief the institute's current policies or agreements which pertain to hiring, promoting teaching staff. Please indicate what changes, if any, will be necessary.

LIBRARY RESOURCES

Please provide data on the current holdings of the library. Indicate how the institute will increase and otherwise improve its library holdings to support its planned changes in teaching and research. The financial resources that will be required to effect these changes should be stated as well.

SUPPORT STAFF RESOURCES

Please provide data on the current complement of support staff broken down by department and program area and indicate what changes will be made in the support staff of the institute should it be transformed into a university. Please document the financial resources that will be required to effect these changes and how these resource requirements will be met.

LABORATORIES

Please provide data and information on the laboratory resources provided to support current programs and indicate the changes that will be necessary to support the proposed teaching program changes and the proposed research program. Please indicate the costs of these changes and how these costs would be met.

ACADEMIC HIRING, PROMOTION AND TENURE POLICIES

Please indicate the policies currently in place and indicate how these policies will be changed if the institute were to become a university.

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ACADEMIC FREEDOM

Please set out the college's proposed policies on academic freedom and indicate what changes will be necessary, if any, in the institution's incorporating legislation.

FINANCIAL POSITION, INCOME AND EXPENDITURES

Please provide a copy of the institute's most recent financial statements and its budget for the year 1991-92. The planned expenditures for 1991-92 should be set out using COFU-UO categories.

PHYSICAL PLANT

Please set out the current physical plant resources of the institute and document the changes that will be necessary to support the planned teaching and research program of the institute. Please indicate how these changes will be funded. Describe the institute's current physical capacity limits based on its current land holdings and the limitations imposed under planning legislation and other regulations.

STUDENT SERVICES

Please indicate current student services and how these will be changed if the institute were to carry out its intermediate and long-term plans as a polytechnic university.

ANCILLARY SERVICES

In the planning documentation, please indicate the current ancillary services and what changes will be necessary if the institute carries out its intermediate and long term plan as a polytechnic university.

PROFORMA ACT OF INCORPORATION

Please provide a pro forma draft Act of Incorporation.

As you know, the Minister's reference has imposed a tight timeline on Council. In order to meet this deadline, it will be necessary to ask the institute to submit its

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Mr. Terence Grier

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brief by June 1, 1991. If you have any questions or wish to clarify this request, please do not hesitate to contact us as soon as possible.

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'H.V. Nelles', with a long horizontal flourish extending to the right.

Dr. H.V. Nelles,
Chairman

HVN/cg

91-VIII Strategic Program Corridor Funding

*This memorandum has not been responded to
and therefore has not been included.*

91-IX Review of the Formula Weighting for Theology Programs

In this Memorandum, Council advises the Minister on the appropriateness of undergraduate and graduate theology weights. The system was consulted on this matter, and a summary of the responses is included herein. Council provides its analysis of this issue and recommends that undergraduate theology weights remain unchanged at the present time, but that graduate level programs be considered for funding eligibility at the secular program weight subject to the conditions outlined.

1.0 Introduction

Last Fall the Minister of Colleges and Universities referred to Council the matter of Basic Income Unit (BIU) weighting under the operating grants formula for theological programs. This reference stemmed from a submission on behalf of theological educational institutions¹ by Dr. James Reed, Director of the Toronto School of Theology, to request that the weight for undergraduate theology programs be increased from 1.0 to 2.0.²

The Minister specifically asked Council to review whether the current annual weight for undergraduate theology programs should be changed from 1.0 to 2.0 and whether the graduate weight of 0.5 per term should also be adjusted. The Minister also identified a number of issues which Council should address if it were to recommend a change in weight:

Should your council recommend in favour of the increase in weight requested, I would also appreciate your advice on whether the recently negotiated corridor midpoints should be adjusted accordingly, under the provisions for strategic program corridor adjustment mechanism, and the estimated cost of such an adjustment. Alternatively, institutions might be asked to incorporate the increased BIU counts into their existing allocations. That is, count the extra BIUs without additional funding beyond that to which they may be entitled as a result of the existing transition arrangements.³

This Spring, Council undertook to consult the university system, including theological educational institutions, on the Minister's reference. In the course of its deliberations, it consulted the provincially-assisted universities, the affiliated or federated theological institutions, OISE, Ryerson, OCA, Dominican, OCUFA and OFS. It asked these organizations for their opinions on the following questions related to increasing the weight for undergraduate and graduate theology programs.

-
1. Huron College, McMaster Divinity College, Queen's Theological College, St. Paul University, St. Peter's Seminary, Waterloo Lutheran Seminary, and Toronto School of Theology which includes Emmanuel College, Knox College, Regis College, St. Augustine's Seminary, the University of St. Michael's College, the University of Trinity College, Wycliffe College.
 2. Letter from Dr. J. Reed, Director, Toronto School of Theology to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, January 26, 1990.
 3. Letter from the Honourable Sean Conway, Minister of Colleges and Universities to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, September 5, 1990.

- Is there evidence that undergraduate theological program costs are similar to those of the other weight 2.0 programs -- undergraduate programs in agriculture, architecture, education, engineering, environmental studies, food and household sciences, forestry, hygiene and public health, industrial design, music, nursing, pharmacy, and public health nursing?
- Is there evidence that graduate theology programs are similar in cost to either category 5 programs with annual weight 2.0 (master's level and first year Ph.D. direct from baccalaureate programs in commerce and business administration, health administration, journalism, and public administration) or category 6 programs with annual weight 3.0 (master's level and first year Ph.D. direct from baccalaureate programs in criminology education, fine and applied arts, humanities, library science, law, mathematics, Master of Philosophy, physical and health education, social sciences, all specialist graduate diplomas, and graduate programs not elsewhere specified)?
- If higher weights were allowed, should theology programs be required to meet program eligibility requirements of undergraduate professional, quasi-professional, special and graduate programs? This would include passing the OCUA funding approval criteria for both levels of programs, as well as passing OCGS appraisal at the graduate level. Heretofore, all undergraduate and graduate theology programs have been exempt from the program approval process. However, graduate programs are eligible to apply for a review by OCUA to obtain a higher weight if they wish.
- How should the issues raised by the Minister with respect to funding a change in weights be dealt with given the corridor funding system (as quoted above)?

2.0 Background on Theology Funding

Prior to 1967, theology and religious programs and institutions were not funded by the Provincial government, reflecting a policy of separation of Church and State. Students enrolled in these programs or institutions were funded directly by the Federal government to ensure that all institutions recognized by the Association of Universities and Colleges of Canada (AUCC) were funded in the same manner on a per student basis.

In 1967, when the Federal government withdrew from direct funding and transferred funds to Provincial governments for distribution to universities as it saw fit, the Province of Ontario undertook to fund religious institutions and theology programs at 50% BIU funding, which was the equivalent to the level of funding previously received from the Federal government. In 1974, funding was increased for those theological institutions which were affiliated or federated with a provincially-assisted secular institution to 100% BIU funding for their non-theological programs, which were generally arts programs. Two years later, funding of theological programs at these institutions was also increased to 100% funding at a weight of 1.0 for two terms for undergraduate programs and 0.5 per term for graduate programs.

Under the current weights policy, theology programs are exempt from the program approvals procedures required of other quasi-professional, special and professional undergraduate programs and graduate programs. Graduate theology programs are also not required to undergo a quality appraisal by the Ontario Council on Graduate Studies (OCGS) prior to receipt of public funding. However, a process whereby graduate programs in theology may apply for a higher weight does exist and the master's program in Pastoral

Studies at St. Paul University of the University of Ottawa has successfully obtained a weight of 1.0 per term by meeting necessary conditions as set out by Council.⁴

3.0 Results of Council's Consultations

Council's consultation with the provincially-assisted universities, the affiliated or federated theological institutions, OISE, Ryerson, OCA, Dominican, OCUFA and OFS indicated limited support for the increase in BIU weighting of both undergraduate and graduate theology programs.

The basis of the theological educational institutions' initial argument for a higher weight derived from financial difficulty. A joint submission from these thirteen institutions made to the Minister dated January 26, 1990 stated that, "Virtually every theological faculty [was] engaged in deficit budgeting..."⁵ The submission cited that the reasons for this were twofold -- inadequacy of government funding and an inability to adjust tuition fees. It argued that efforts to contain these deficits could only be sustained in the short-term and that if theology weights were not increased, the levels of educational standards and program quality would be diminished.

During Council's consultation a second argument in support of the request for increased theology weighting was presented by the Toronto School of Theology. It argued that theological programs are professional programs within the social sciences, requiring a bachelor's degree, and thus should be funded on the same basis as comparable professional programs:

... [W]e wish to emphasize that the basic degree programs in theology (M.Div.) are complex professional entities to which only students holding undergraduate degrees are admitted. They normally require three years of full-time study in which a significant component is supervised practical training analogous to that given in other professional programs in the social sciences, and which entail comparable levels of expenditure. Similarly, the master's and doctoral programs in theology and related disciplines are organized and conducted on the same lines as those in the humanities and social sciences."⁶

In support of a higher weight, King's College asserted that:

Generally theology programs have relatively small enrolments, and class sizes are necessarily much smaller than class sizes in three year undergraduate programs. The library resources required to mount an undergraduate theology program are high. There is, moreover, a professional training component in such programs for the development of counselling and pastoral skills. These factors,... warrant a change in the BIU weighting of undergraduate theology programs. The

4. See Ontario Council on University Affairs Program Procedures Manual, p. 2.3.1, and Ontario Council on University Affairs, Twelfth Annual Report, Advisory Memorandum 85-X, "Graduate Program Funding", p. 140.

5. Letter from Dr. James Reed, Director, Toronto School of Theology, to The Honourable Sean Conway, M.P.P., Minister of Colleges and Universities, January 26, 1990, Appendix B.

6. Letter from Dr. James Reed, Director of Toronto School of Theology, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, May 13, 1991.

proposal for a change to a 2.0 BIU weighting appears more realistic than the current weighting.⁷

Dominican College responded with support for changing the weight of graduate programs only, arguing that:

[g]raduate programs do have costs similar to category 5 (weight 2.0) or category 6 (weight 3.0). The professor-student ratio is smaller than for undergraduate. The faculty members are full professors or associates with higher remuneration. Much time is also involved in correction of theses.⁸

The same argument is echoed in correspondence from the University of Toronto.

They [theological programs] are professional programs in the social sciences and, as such, should attract the same weights as comparable programs... The result, then, would be a weight of 2.0 for both undergraduate and graduate programs in theology.⁹

However, as outlined in the Operating Grants Manual, with the exception of education, undergraduate programs with a weight of 2.0 are for the most part science-oriented programs or programs having significant studio or laboratory components and not social science programs which have a lower weight. Undergraduate programs with a weight of 2.0 are as follows -- agriculture, architecture, education, engineering, environmental studies, food and household sciences, forestry, hygiene and public health, industrial design, music, nursing, pharmacy, public health nursing, and upper years honours science programs.¹⁰

Council notes, however, that support from institutions which would not be direct beneficiaries of a change in theology weights, can at best be characterized as guarded, or support in principle.¹¹ The balance of the responses to Council's consultation is against increasing BIU weights for undergraduate and graduate theology programs.¹² The argument presented by these institutions indicates that they believe that the current weight of 1.0 BIU is appropriate, within the context of the system of weights, and, given the costs associated

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7. Letter from Dr. P.J. Mueller, Principal of King's College, to Dr H.V. Nelles, Chairman, Ontario Council on University of Affairs, May 13, 1991.
 8. Letter from Fr. Michel Gourgues, President of Dominican College of Philosophy and Theology, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, April 30, 1991.
 9. Letter from Professor J.R.S. Prichard, President of the University of Toronto, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, April 19, 1991.
 10. The Ontario Operating Funds Distribution Manual 1990-91, Fiscal Year January 30, 1991, p.40.
 11. King's College, Queen's University, Toronto School of Theology, University of Toronto, and the Council of Ontario Universities support the increase in BIU weighting for both undergraduate and graduate theology programs, at least "in principle". Dominican College, Lakehead University and University of Ottawa support the increase for graduate programs only.
 12. These institutions are Brock University, Carleton University, University of Guelph, McMaster University, Trent University, University of Western Ontario, University of Windsor, and York University.

with theology instruction. They argue that these costs are in line with other 1.0 BIU weighted programs, or alternatively, not in line with other 2.0 BIU weighted programs. Correspondence from the University of Guelph developed this theme:

... we find it hard to conceive of the costs of such programs being as great as that of either engineering or agriculture (which currently carry weights of 2.0) given the need for heavy expenditures for equipment and supplies in these programs and for which we do not see a parallel in theology.¹³

The University of Western Ontario wrote that it

... believes that the theology programs at the undergraduate level are appropriately weighted in reflection of instructional and support resource requirements. Increasing program weights would categorize these courses of study in a more resource-intensive grouping, with disciplines requiring substantial investment in laboratory facilities, equipment, and other special academic support demands. With regard to graduate theology programs, Western believes, again, that the current funding categories are appropriate, given the overall resource requirements of these programs.¹⁴

Brock University stated that "there would appear to be little evidence that such programs could be said to represent significantly higher costs than ... Philosophy or English Literature programs."¹⁵

The institutions opposed to the theology weight changes also question the fairness of such weight changes to other programs, and indeed, to institutions. They argue that if the system purports to provide 'rough justice', then issues of weight changes to any one program should not arise without also giving consideration to the other program weights. In this regard, the University of Windsor stated:

... it would seem to me that similar, or indeed more compelling arguments could be raised by a number of disciplines for an increase re the weight for undergraduate and graduate programs.¹⁶

Brock University echoed this theme, indicating that "the fine tuning of some weights only, no matter how justified, ignores possible discrepancies in other areas."¹⁷ The same

13. Letter from Dr. Brian Segal, President, University of Guelph, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, April 29, 1991.

14. Letter from Dr. K.G. Pedersen, President and Vice-Chancellor, University of Western Ontario, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, May 10, 1991.

15. Letter from Dr. Susan M. Clark, Vice-President, Academic, Brock University, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, May 14, 1991.

16. Letter from Dr. Ron W. Ianni, President, University of Windsor, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, April 11, 1991.

17. Brock University, *Op.cit.*, May 14, 1991.

point was also made by York University, which stated:

... the response [to program weight changes] has always been a tacit acknowledgement that particular program weights would not be considered because it would be too difficult to open the entire question... [w]e do not understand why this weight change, among others which have been raised over time, should now receive priority consideration.¹⁸

McMaster University argued that the funding mechanism is designed to reflect relative rather than absolute costs, thus small enrolments do not constitute an argument for a change in theology weights. McMaster states that:

[w]hile recognizing that the current set of weights provides only rough justice, we suspect the Funding Manual is correct in stating that the weights 'produce a reasonably equitable overall distribution of basic government grants.' To change one set of weights without a careful study of costs would be to invite a large number of similar requests. In addition, per student costs are inversely related to program enrolments. There are a number of low-enrolment programs in the province that would also like to be able to claim higher BIU weights on the basis of current costs.¹⁹

Despite differences of opinion on the merits of increasing BIU weights for theology programs, all of these institutions feel that if the weights were to be increased, the repercussions on the funding of the rest of the system should be minimized. In particular, it is felt that "... no weight change should be permitted to result in a negative financial impact on other institutions..."²⁰

Seven institutions²¹ believe that if an increased BIU weight for theology programs is decided upon, it should be accompanied by additional funding in the system to cancel out the redistributive effects. Dr. Reed of the Toronto School of Theology, speaking on behalf of the theological institutions in question, wrote:

From the outset, the theological colleges have recognized that to increase their grant without adding to the total amount in the operating grants fund would result in a diminution of the funds available to the other components of the system. We wish to stress as strongly as possible that our interest must not be served at the expense of our fellow-institutions. We urge instead that if our

18. Letter from Professor H.W. Arthurs, President, York University, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, April 19, 1991.

19. Letter from Dr. Geraldine A. Kenney-Wallace, President and Vice-Chancellor, McMaster University, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, May 15, 1991.

20. Ibid.

21. These institutions are Brock University, McMaster University, King's College, Queen's University, Toronto School of Theology, University of Western Ontario, and York University.

request is granted, the sum required to implement it be added to the total fund.²²

Dr. Reed, as well as Brock University, University of Western Ontario and York University, suggested that the additional funding, if required, could be supplied to the system if Government were to pronounce theology a strategic program.

Brock University, Carleton University, York University and the COU are of the opinion that before any single weight change be made, a comprehensive review of the entire BIU weight system should be effected. This view comes in response to the acknowledgement that "... the operating grants formula utilizes a 'rough justice' approach"²³, and that it is improbable that extra funding can be made available to the system in order to fund the increase in BIU weights for theology alone. This suggestion reinforces the opinion that weight changes should not be made in isolation to the rest of the system.

There is also some consensus on the issue of requiring that undergraduate theology programs go through Council's funding approval process along with other quasi-professional, special and professional programs and requiring graduate programs to similarly go through the OCGS appraisal process and Council's funding approval process should theology weights be increased. This is largely regarded as a *sine qua non*.

4.0 Analysis and Recommendations

Council has always been very reluctant to entertain weight reviews for single programs in isolation. Many disciplines could claim that their costs do not reflect their respective weights. The costs for the same program might, however, vary considerably from institution to institution depending upon the structure of the program and the array of resources allocated to the program of study. Because of this, the formula only purports to give rough justice to costs. To a great extent program costs for programs such as theology are a function of institutional decisions on sectioning, curriculum and other factors which can vary from institution to institution.

In the expenditure information provided by the theological institutions, significant variation in average operating expenditures per student for the institution as a whole exists among the various theology programs in the Province.²⁴ The evidence provided by the theological institutions suggest that scale and program structure play a large role in the cost of these programs and that there appears to be little central tendency in per student costs in these programs to indicate an appropriate weight on an expenditure basis. The data do indicate that for their operation as a whole these institutions do suffer serious financial problems and that current sources of fee and operating grant revenue do not meet their current level of expenditure. However, this point could be to a greater or lesser extent argued for many other units within the Ontario university system. Where the argument may differ is that these institutions are for the most part single discipline institutions without the flexibility to cross-subsidize programs with their block operating grants. At the same time, these programs have been able to draw upon other sources of operating income, namely their churches and associated religious organizations.

22. Letter from Dr. James Reed, Director, Toronto School of Theology, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, May 13, 1991.

23. Brock University, *Op. cit.*, May 14, 1991.

24. The cost or expenditure data provided by the theological institutions was not on the basis of direct program expenditures, but on the basis of the operating expenditures for the institution as a whole.

Council indicated to the theological institutions at the time that it requested further input that the additional considerations outlined by the Minister in Section 1.0 of this memorandum reflected, in part, the fact that any weight change review cannot be considered in isolation from the funding formula and the distributive impact on other programs and institutions. The Ontario university operating grants formula is a distributive formula which sets relative levels of funding among institutions based on relative program enrolments. It is not a budget formula which reflects absolute costs. Any change in one area of this formula necessarily has implications for other areas.

Consequently, Council believes that it is not sufficient to make the case that institutions are in financial difficulty and that average operating expenditures are greater than Basic Operating Income. The case must also be made that the costs of the program are roughly in line with those of similar weight programs. In Council's view, the case has not been made and cannot be made for a theology weight increase. Council concurs with the observation made by several universities that the nature of the undergraduate programs with a weight of 2.0 differs significantly from theology programs. With the exception of education, these programs on the whole include a studio or laboratory component not found in theology programs. Social science or humanities programs including quasi-professional and professional programs are funded at a weight of 1.0 or 1.5. Whether or not it is more appropriate to fund theology programs at a weight of 1.0 or at a weight of 1.5 is difficult to determine.

In general, Council believes that it is not appropriate to change the weight of a single program such as undergraduate and graduate theology for three reasons. First, it is not evident that the weight attached to theology programs is inequitable or that the claims for weight change for other disciplines are any less deserving. It is not a sufficient argument for a weight change to make the case that an institution requires more money. Council and Government have consistently dealt with revenue shortfalls as extra-ordinary grants (for example, at Trent University and Algoma College). Second, without an overall weights review, incremental examination on a case by case basis of single program weights would be highly subjective. It would inevitably lead to calls for change in other program weights and could lead to increased inequities, since comparisons are inevitably made with programs with more generous funding, thereby causing a creeping trend towards higher overall weights. In time, such an outcome would simply erode the funding of programs unchanged in this process without a rationale for this occurrence. Third, the high costs of theology programs indicated in the submission provided by the theological institutions appear to reflect scale costs and not necessarily underlying pedagogical cost structures.

Council believes that a weight change for theology should only be contemplated as part of a general weight review. Since by definition the formula weights operate on a relative basis, any change in the weight for undergraduate theology programs should only be entertained when it can be demonstrated that they resemble programs of weight 2.0. However, since the original determination of the weighting system there has never been a comprehensive review of weights. The reluctance by Government, Council and the universities to address a general weights review has mainly been because the redistributive implication for institutions' income which might result from such a review would in all likelihood veto the introduction of such change. In the current climate of fiscal stringency with severely underfunded institutions, a general weight review could only be seriously contemplated if there were sufficient resources made available to accommodate income dislocations associated with weights changes. It would be difficult to predict in advance how severe the dislocations would be and consequently how costly adjustment funding would be. Unless the will to finance adjustments and a clear case to review the weighting system is put forward, Council would not recommend at this time that a general weights review be undertaken.

This being said, at the graduate level, there exists a mechanism which provides an

opportunity for a weight change for theology programs which would not require a general weights review. The process, which was utilized by St. Paul University of the University of Ottawa to obtain a weight of 1.0 per term for the Master's program in Pastoral Studies, could be applied to existing as well as new theology programs for which a weight greater than 0.5 per term were desired. The existing process was developed through negotiations between Council and COU during 1983-84.

By letter of October 9, 1984 the Executive Director of COU responded to a request from Council concerning funding approval and formula weights for Master's programs in Theology. In that letter the Executive Director indicated the following:

...in the Fall of 1983 COU referred this matter of funding graduate programmes in theology to the Ontario Council on Graduate Studies (OCGS) for advice. That Council struck a task force in November 1983 whose report was received by OCGS in June and its recommendations approved for transmittal to COU...[O]n 5 October...Council approved the recommendation from OCGS that graduate programmes in theology offered in Ontario universities should be treated in all respects, including eligibility for funding, in the same way as other graduate programmes subject to two conditions:

1. That the programme is offered by the university under the jurisdiction of its graduate school and thereby is subject to all of the rules and regulations that this implies; and
2. That the programme has been successfully appraised by OCGS.

...It should be understood that in future other programmes in theology which meet these criteria will be recommended by COU for full funding.²⁵

Council accepted COU's advice and instituted the policy that graduate Theology programs requesting a formula weight greater than 0.5 per term require Government approval for enrolments to be counted as eligible BIUs. Council stated that:

New graduate programs in theology offered in Ontario universities, requesting consideration of a weight greater than .5 per term, are treated in all respects, including enrolment eligibility, in the same way as other graduate programs subject to two conditions...²⁶

- these two conditions being those set out by COU as stated above. Further, Council indicated that the process for consideration would be identical to that for new graduate degree programs.²⁷

Council believes that this process, although envisioned primarily for new theology programs, can be also applied to existing theology programs for which a formula weight of 1.0 per term is desired. However, if a program did not pass the program approval process,

25. Letter from Dr. Edward J. Monahan, Executive Director, Council of Ontario Universities, to Mrs. M. Paikin, Chairman, Ontario Council on University Affairs, October 9, 1984.

26. Ontario Council on University Affairs, OCUA Program Procedures Manual June 1, 1990, p. 2.3.1.

27. Ibid.

Council believes that it should appropriately continue to receive the automatic theology weight of 0.5 per term.

Under the corridor system, for the change in weights which would occur under the mechanism identified to result in additional funding being generated by the higher BIU levels, special funding would need to be allocated to this purpose. Such funding would not automatically flow from funding approval at the higher weight. If a higher weight were obtained, institutions could choose to reduce enrolment without loss of income. However, this is clearly not desired by the theological institutions. If, on the other hand, a sufficient number of theological programs were to obtain a higher formula weight, the theological institutions could at that time make a case to Council and Government in support of a Strategic Corridor shift for these programs. It would then be up to Government to decide if this were a sufficient priority to warrant such a change, and if so, to conduct a competitive strategic corridor shift. Alternatively, these higher BIU levels could be incorporated in the next general corridor shift exercise.

Practically speaking, however, in the current period of fiscal constraint the likelihood of theology being identified as a strategic program area to which additional funds are allocated may be limited. Therefore, it would be more realistic to expect the weight change to be funded by a general corridor increase or to be treated as another funding equity issue to be addressed. Other equity issues include claims for more funding by institutions with less than average Base BOI per Base BIU and institutions with high research overhead costs. Nevertheless, Council concurs with the Toronto School of Theology's position that a theology weight change should not be undertaken at the expense of other institutions.²⁸

In conclusion, Council recommends that there not be any change in the weights for undergraduate or graduate theology programs. Council believes that program weight changes for theology should only be entertained as part of a general weights review and that a general weights review is unwarranted at this time. This being said, at the graduate level, the existing mechanism enabling new graduate theology programs to apply to receive a higher weighting can also accommodate existing programs, without the current graduate theology weight being altered. Should a graduate program be put forward for funding approval and be unsuccessful in meeting the existing criteria applied for review, it would continue to receive the current theology weight.

Accordingly, Council *recommends to the Minister:*

OCUA 91-49

FORMULA WEIGHTS FOR THEOLOGY PROGRAMS

THAT the current theology weights of 1.0 for two terms at the undergraduate level and 0.5 per term at the graduate level not be altered and that existing Theological programs at the graduate level be eligible for consideration for funding eligibility at the secular program weight subject to the conditions outlined in this advisory memorandum.

Dr. H. V. Nelles,
Chairman

September 19, 1991

28. Toronto School of Theology, Op.cit., May 13, 1991.

91-X The Ontario Graduate Scholarship Program 1992-93

1.0 Introduction

Government established the Ontario Graduate Scholarship Program in 1973 to encourage excellence in graduate studies. Since then, the program has played a critical role in attracting and nurturing excellent new scholars in this Province. In this Memorandum, Council submits its advice on the value, number, and distribution of the Ontario Graduate Scholarships for 1992-93. Council also submits advice regarding a supplementary set of awards addressing doctoral shortage and educational equity concerns. The OGS advice is tendered in accordance with Council's long-term objectives for the Ontario Graduate Scholarship Program as outlined in Advisory Memorandum 85-VI, The Ontario Graduate Scholarship Program, 1986-87, the modifications to the institutional award category which were recommended in Advisory Memorandum 87-IX, The Ontario Graduate Scholarship Program, 1988-89 and the four-year plan for the expansion in the number of awards recommended in Advisory Memorandum 89-VIII, The Ontario Graduate Scholarship Program, 1990-91.

2.0 Scholarship Stipend Value

In establishing the minimum stipend value for 1991-92, the Minister accepted Council's advice set forth in Advisory Memorandum 90-VIII. Following Council's recommendation, the Minister announced that the value of the Ontario Graduate Scholarship (OGS) stipend for 1991-92 would be increased from the 1990-91 level of \$11,298 or \$3,766 per term to \$11,859 or \$3,953 per term.¹ This represented a 4.7% increase in the value of the award.

To encourage excellence in graduate studies within the Ontario university system, Council believes that the OGS stipend must be set at a level which will attract and retain superior graduate students. For a number of years, Council has recommended that the value of the OGS stipend should be set at its original level of 80% of the average value of the Federal government scholarships available from the Natural Sciences and Engineering Research Council (NSERC) and the Social Sciences and Humanities Research Council (SSHRC). Council is pleased that after several years of shortfall in that target, Government has met Council's estimate of this target for 1990-91 and in 1991-92 (see Table 1).

Council is convinced that provincial support for graduate awards must keep pace with other major scholarships. Maintaining the value of the scholarship at 80% of the estimated 1992-93 value of the NSERC and SSHRC awards will continue to maintain its status, importance and effectiveness. If the OGS award is to continue to be valued at 80% of the estimated mean of the NSERC and SSHRC awards in 1992-93, it will be necessary to raise the value of the OGS award to \$12,284 or \$4,095 per term, which would represent an increase of 3.5%.² Council also notes the existence of additional support funds available to

1. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, April 23, 1991.

2. The 1992-93 NSERC estimate used in the calculation is \$16,203, derived as the weighted average of the current 1991-92 NSERC values of \$15,000 for years 1 and 2 and \$16,700 for years 3 and 4 of graduate studies (\$15,655), inflated by a cost-of-living factor of 3.5%. The 1992-93 SSHRC value is estimated to be \$14,507, which is the 1991 value (\$14,016) inflated by an estimated cost-of-living factor of 3.5%.

Table 1
Comparative Scholarship Stipends

	<u>OGS</u>	<u>NSERC PGS Awards¹</u>	<u>SSHRC Doctoral Scholarships</u>	<u>OGS as % of NSERC/SSHRC Average Value</u>
1974-75	\$ 3,400 ²	\$ 4,500	\$ 4,000	80
1975-76	3,400	5,000	5,000	68
1976-77	3,750	5,520	5,500	68
1977-78	4,350	6,000	6,000	73
1978-79	4,500	6,360	6,360	71
1979-80	4,800	7,000	6,750	70
1980-81	4,890	8,500	7,860	60
1981-82	5,700	9,350	8,760	63
1982-83	6,270	10,500	9,720	62
1983-84	6,585	11,100	10,800	60
1984-85	6,915	11,600	11,340	60
1985-86	7,305	11,600	11,640	63
1986-87	8,760	11,600	12,000	74
1987-88	9,105	11,600	12,000	77
1988-89	9,510	12,750	12,240	76
1989-90	10,200	14,100	12,720	76
1990-91	11,298	14,640 ³	13,356	81
1991-92	11,859	15,655 ³	14,016	80

Notes:

1. NSERC post-graduate scholarship (PGS) values are those in effect in the Fall of each academic year.
2. Adjusted to take account of the integration of fees into the award in 1976-77.
3. Average value of NSERC awards of \$15,000 for years 1 and 2 of graduate studies and \$16,700 for years 3 and 4 of graduate studies, weighted by the actual distribution of awards held in 1991 (60% in years 1 and 2 and 40% in years 3 and 4).

meet the extra costs persons with disabilities experience.³

Accordingly, Council *recommends to the Minister:*

OCUA 91-50

ONTARIO GRADUATE SCHOLARSHIP STIPENDS 1992-93

THAT in 1992-93, Ontario Graduate Scholarships carry a minimum stipend value of \$12,284 or \$4,095 per term.

3.0 Number of General Awards

For the past four years, Council has recommended that the total number of open, institutional, and visa OGS awards be increased from the existing level of 1,200 to 1,300. Council applauds the Minister's acceptance of this recommendation for the 1991-92 OGS program recognizing that this increase in awards increases the number of excellent graduate students who will receive support.⁴

Council continues to believe that there is a strong need to support as many qualified applicants in graduate study as possible, even in times of fiscal restraint. The 1991-92 increase of 100 awards responds to a number of pressures experienced by universities from increasing numbers of highly qualified students enrolled in graduate studies. These pressures continue to exist. During the period from 1978-79 to 1991-92, the number of applicants for OGS awards has increased 39% (see Table 2). Most recently, between the 1990-91 and 1991-92 award years, the number of applicants has increased 5.4%. The proportion of applicants supported by OGS has increased with the additional awards but only marginally from 15.3% in 1990-91 to 15.7% in 1991-92.

Although Council believes there is ample need and student demand to warrant the funding of additional awards, Council also believes that such additional awards should be targeted to particular needs as described in Section 4.0. It is therefore recommended that the total number of general OGS awards for 1992-93 be maintained at 1,300.

Accordingly, Council *recommends to the Minister:*

OCUA 91-51

NUMBER OF GENERAL ONTARIO GRADUATE SCHOLARSHIPS FOR 1992-93

THAT for 1992-93, a total of 1,300 Ontario Graduate Scholarships be made available for:

- a) open competition;
- b) institutional awards;
- c) visa students; and

that institutional awards for 1992-93 be distributed according to Recommendation 87-40 in Advisory Memorandum 87-IX.

3. The Vocational Rehabilitation Program under the Ministry of Community and Social Services provides additional funds for a wide variety of graduate student needs.

4. The Honourable Richard Allen, op.cit.

Table 2

Number of OGS Awards and Applicants 1978-79 to 1991-92

	<u>Number of Awards Available</u>	<u>Total Number of Applicants¹</u>	<u>% of Applicants Supported by the Program</u>
1978-79	1,200	5,041	23.8
1979-80	1,200	5,171	23.2
1980-81	1,200	5,711	21.0
1981-82	1,000	5,971	16.7
1982-83	1,200	6,249	19.2
1983-84	1,200	7,222	16.6
1984-85	1,200	7,320	16.4
1985-86	1,200	7,305	16.4
1986-87	1,200	7,190	16.7
1987-88	1,200	7,473	16.1
1988-89	1,200	7,771	15.4
1989-90	1,200	7,854	15.3
1990-91	1,200	7,827	15.3
1991-92	1,300	8,269	15.7

1. Source: Ministry of Colleges and Universities, Students Awards Branch.

4.0 Targetted Doctoral Student/Educational Equity Awards

The availability of scholarships will have a critical role to play both in alleviating faculty shortages which are predicted to reach significant proportions by the mid to latter 1990s and in advancing Government's goals of educational equity with respect to the five targetted groups: women, Francophones, aboriginal peoples, persons with disabilities, and visible minorities. Council's 1990 Spring Hearings focussed in part on issues surrounding faculty renewal in Ontario universities. In its brief, the Council of Ontario Universities (COU) estimated that the number of faculty retirements would increase from its current level of about 200 per year to a peak of over 600 annually in 2007.⁵ By the year 2000, 27% of current full-time faculty will have reached age 65. By the year 2005, 46% of current full-time faculty will have reached age 65. Similarly, a recent discussion paper compiled by the Association of Universities and Colleges of Canada(AUCC), examining the Canadian academic labour market, projects that for the period 1990 to 2000, annual faculty requirements will increase faster than the number of PhD graduates. A scenario compiled by AUCC based on data including current trends in faculty growth, retirement, other attrition, and number of PhD graduates indicates that faculty replacement needs will exceed available supply to the end of the 1990s.⁶

Universities in Ontario will not be alone in the recruitment challenges posed by these retirements. Institutions in other jurisdictions, confronting the same pressures, will be competing with Canadian universities for new faculty. The Ontario Confederation of University Faculty Associations (OCUFA) indicated that in the United States a combination of an increase in the demand for university professors and a decrease in the supply of those qualified to assume academic positions will, by 1997, lead to an imbalance in the market for new faculty where "there will be roughly four candidates for every five job openings in universities."⁷ With a similar situation developing in the United Kingdom and other countries, unlike the 1960s and early 1970s, it will be extremely difficult for universities to fill open faculty positions with non-resident or offshore recruitment. Ontario universities will need to look at generating their own faculty replacements.

A number of initiatives will need to be undertaken to meet the challenges posed by this mounting crisis. In its funding advice for 1991-92 and in its discussion paper on what it heard on human resource issues during the 1990 Spring Hearings, Council identifies a number of issues and some of the initiatives needed to be undertaken. For example, entering the professoriate must be made an attractive career stream relative to other segments of the economy.⁸ The need for improvements in the efficiency of graduate studies must be addressed by improving completion rates and shortening the times to completion in doctoral studies. Even with effective initiatives in these other areas, however, Ontario universities must attract the most qualified students to graduate studies so that a sufficient cohort of well-

5. Council of Ontario Universities, Faculty Renewal in Ontario Universities, Some Notes for Discussion with the Ontario Council on University Affairs, April, 1990, p. 1.

6. Association of Universities and Colleges of Canada, Averting Faculty Shortages: A Discussion Paper on the Canadian Academic Labour Market in the 1990s, September 1991, p. i.

7. Ontario Confederation of University Faculty Associations, Brief to the Ontario Council on University Affairs, April, 1990, p. 3.

8. Ontario Council on University Affairs, Retirement and Recruitment: The Challenge of Human Resources Planning in Ontario Universities in the 1990s, February 1991, p. 6.

trained scholars is available to fill the increasing number of faculty vacancies.

While all disciplines will encounter significant replacement demands over this period, available data suggest that overall levels of replacement demand will be led by particularly pronounced numbers of retirements in certain fields such as English Languages and Literature, Medical Specialties, Mathematics, Psychology, and Commerce, Management and Business Administration. Table 3 outlines the projected retirements in the years 2000 and 2005 for those disciplines which will experience the highest number of retirements. In assessing disciplines to be included, sensitivity must be given to evolution and change in the discipline mix and approaches to graduate education in the future. New disciplines will evolve and interdisciplinary approaches will expand. The program must be flexible enough to meet these changing demands.

Council also notes the expressed Government wish that the professoriate of Ontario universities should more closely resemble the larger population it serves with respect to gender, race, and ethnicity as well as its desire to remove obstacles for persons with disabilities to increased access into professoriate positions. Accordingly, Council believes a recommendation which promotes increased participation in university-level education by members of under-represented groups should be incorporated into this year's OGS advice. While encouraging the process of faculty replacements in areas of need, Council also believes that a portion of these discipline awards should be directed towards the improvement of participation in doctoral studies of under-represented groups. The envisioned awards would not only encourage enrolment and retention among groups not represented equitably in the university sector, but would also foster research and scholarship reflecting their needs and interests in areas of faculty demand over the next several years thereby ensuring that individuals are trained in areas where employment will be available.

Five under-represented groups have been identified: women, Francophones, aboriginal peoples, persons with disabilities, and visible minorities. The degree of representation of these particular groups varies by discipline and level of study. Council believes that any plan that attempts to address imbalances in participation should recognize and address this reality. Accordingly, gathering information and knowledge on the representation of people at all levels of the university sector will be necessary to effectively achieve the goals of such an initiative.

In last year's advice on the OGS program, Council recommended that supplementary OGS awards be made available to doctoral students intending to pursue academic careers in targetted disciplines anticipated to experience high faculty replacement needs. It was recommended that beginning with 200 awards in 1991-92 these awards should grow annually by 200 to a steady-state level of 800 per year in 1994-95 and be sustained at this level until at least the year 2000-2001. Since the length to completion of doctoral candidates as well as the age of faculty retirements can vary, an exact match between targetted doctoral scholarships and retirements is not possible. This staged implementation of targetted doctoral scholarships roughly reflected the fact that faculty renewal needs will build with the increasing number of faculty vacancies during this decade. In response to this recommendation, the Minister indicated that a decision has been deferred until the 1992-93 program year and that the recommended initiative will be addressed following the review of student financial assistance policy and programs.⁹ The need for this program has not changed.

As evidenced by the 1989-90 university corridor adjustments process where institutionally proposed growth in graduate studies outstripped the funds available, universities are eager to increase graduate enrolment. It is important to make graduate study,

9. The Honourable Richard Allen, *op. cit.*

Table 3

**Projected Ontario University Faculty Retirements By Discipline with the Largest Number of Retirements
by the Years 2000 and 2005**

Discipline	Number Faculty Age 65 by the Year 2000	Proportion Age 65 by the Year 2000	Number Faculty Age 65 by the Year 2005	Proportion Age 65 by the Year 2005
English Languages/Literature	210	34.7%	342	56.4%
Medical Specialties	175	26.6%	297	45.1%
Mathematics	154	26.2%	287	48.8%
Psychology	129	21.0%	256	41.8%
Commerce/Business/Administration	145	19.5%	250	33.7%
Physics	141	39.4%	224	62.6%
History	124	29.5%	223	53.0%
Basic Medical Sciences	149	37.9%	216	55.0%
Chemistry	127	36.9%	206	59.9%
Philosophy	101	33.2%	179	58.9%
Education - Non-Teaching Fields	101	35.7%	172	60.8%
Economics	95	19.2%	170	34.3%
French Language/Literature	99	30.0%	159	48.2%
Sociology	99	26.6%	157	42.2%
Political Science	85	22.4%	153	40.4%
Surgical Specialties	84	30.7%	138	50.4%
Medicine	73	24.3%	124	41.3%
Elementary/Secondary Teacher Training	62	28.8%	111	51.6%
Electrical Engineering	68	30.1%	111	50.7%
Geography	59	20.7%	109	38.2%
Biology	67	28.3%	108	45.6%
Civil Engineering	59	36.0%	103	62.8%
Music	60	30.9%	90	46.4%
Theological Studies	63	43.2%	88	60.3%
Chemical Engineering	56	42.7%	72	55.0%

Notes: Assumes individual retires at age 65.
Source: Statistics Canada, 1988-89.

particularly in doctoral programs, a more attractive option to prospective scholars. Ontario must be prepared to continue its lead role in the production of new faculty, as institutions both in the province and in other provincial jurisdictions look to Ontario university graduates as an important source of future faculty.

As part of an overall strategy to meet the challenge of replacing an increasing number of retired faculty, and achieve the broader goal of educational equity, Council believes that a significant and effective response will be to attract new scholars to Ontario universities by increasing the total number of Ontario Graduate Scholarships and by targetting these scholarships towards disciplines with significant faculty renewal needs and to individuals under-represented in the university sector. Enhanced fellowship support which reduces students' financial burden, will serve to attract students to graduate study, in so doing increase the number of prospective students returning to graduate education. By attracting more top scholars into doctoral programs which will experience significant faculty renewal challenges, an expanded OGS program will help institutions better meet their future needs.

To relieve faculty shortages, it is critical that these awards are not allocated according to student demand, but rather are targetted to students who demonstrate intentions to pursue studies in those disciplines experiencing highest levels of faculty replacement demand. As Table 4 indicates, in some discipline areas there has not been a consistent level of applications for OGS awards in recent years. This demand does not match future faculty renewal needs. Council is convinced, however, that the introduction of Targetted Doctoral/Educational Equity Awards will be a catalyst for increasing student demand in the targetted disciplines. In this regard, Council will recommend on the allocation of these awards based on analysis of anticipated faculty replacement needs and the under-representation of particular groups undertaken by the Council of Ontario Universities or the Ontario Council on Graduate Studies.

Given the substantial lead time involved in the production of doctoral students, it is important that immediate measures be adopted to attract enrolments in critical programs to ensure that sufficient numbers of qualified graduates are available as faculty retirements grow in numbers in the late 1990s. This program has been delayed a year already. Further delays should be avoided.

Accordingly, Council *recommends to the Minister:*

OCUA 91-52

SUPPLEMENTARY ONTARIO GRADUATE SCHOLARSHIPS

THAT in addition to the awards recommended in 91-51, supplementary Ontario Graduate Scholarships be made available to doctoral students intending to pursue academic careers, targetted to disciplines experiencing high levels of faculty replacement demand, as identified with the assistance of the Council of Ontario Universities or the Ontario Council on Graduate Studies, and that a portion of these awards be targetted to address under-representation with respect to the groups identified in this memorandum according to the following schedule:

- a) 200 in 1992-93
- b) 400 in 1993-94
- c) 600 in 1994-95
- d) 800 in 1995-96

and that the number and distribution of supplementary awards be reported annually and reviewed after the first three years and subsequently at five year intervals beginning in the year 2000-2001.

Table 4

OGS Applications -- Distribution 1979-80 to 1990-91

	<u>80-81</u>	<u>81-82</u>	<u>82-83</u>	<u>83-84</u>	<u>84-85</u>	<u>85-86</u>	<u>86-87</u>	<u>87-88</u>	<u>88-89</u>	<u>89-90</u>	<u>90-91</u>	<u>91-92</u>	% change 1990-91 to 1991-92	% change 1980-81 to 1991-92
Humanities	1,376	1,410	1,396	1,505	1,552	1,556	1,596	1,669	1,730	1,836	1,921	1,955	1.7	29.6
Social Sciences	2,128	2,265	2,260	2,670	2,627	2,681	2,594	2,670	2,747	2,785	2,699	2,907	7.2	26.8
Physical Sciences	658	685	810	865	914	756	726	708	930	960	938	939	0.1	29.9
Biological Sciences	1,100	1,124	1,196	1,430	1,403	1,435	1,439	1,516	1,539	1,473	1,487	1,616	8.0	31.9
Applied Sciences	449	487	587	752	824	877	835	910	825	800	782	852	8.2	47.3
Total	5,711	5,971	6,249	7,222	7,320	7,305	7,190	7,473	7,771	7,854	7,827	8,269	5.3	30.9

1. Source: Ministry of Colleges and Universities, Student Awards Branch.

5.0 Visa Student Awards

The Ontario Graduate Scholarship Program rewards visa student scholars for academic excellence and permits Ontario universities to compete with other provinces, and other nations, for outstanding visa students.

Council believes that the presence of a minimum number of academically outstanding visa graduate students in Ontario provides great benefits to the universities in which they are enrolled. Council recommends, therefore, that the present number of visa student awards be continued.

Accordingly, Council *recommends to the Minister:*

OCUA 91-53

*ONTARIO GRADUATE SCHOLARSHIPS TO PERSONS ON STUDENT VISA
IN 1992-93*

THAT in 1992-93, 60 scholarships be reserved for persons who at the time of application are student visa holders.

6.0 Conclusion

The Ontario Graduate Scholarship Program is an effective instrument for enhancing the quality of graduate education in Ontario and furthering Government's objectives of achieving quality and excellence in the Ontario university system. A strong Ontario Graduate Scholarship Program ensures the presence of a critical mass of excellent graduate students at Ontario universities. The encouragement, recognition, and reward of academic excellence are crucial to the growth and competitiveness of the provincial economy in an increasingly knowledge-based society and the enhancement of the intellectual and cultural life of the Province.

An expanded and strengthened OGS program can effectively respond to the faculty hiring challenges of the future, while also enabling individuals currently under-represented in doctoral studies to meet the identified demands of society in the 1990s and beyond. The enhanced availability of awards will encourage participation of all groups in doctoral programs, thereby assuring institutions of a steady supply of qualified scholars with which to maintain existing capacity or accommodate growth in the face of large scale retirements. This expansion of graduate opportunity with a view to replacing the retiring professoriate will at the same time ensure that private industry will not be denied highly trained researchers as universities' needs expand.

In order to increase the number and diversity of individuals who participate in graduate education, the undergraduate pool of participants attracted to university that will choose to go on to graduate school must be enhanced. This would require an effort that goes beyond the OGS program. Therefore, Council also believes that an additional affirmative action initiative should be aimed at increasing participation of designated groups at both graduate and undergraduate levels in specific programs. An effective mechanism which addresses the issue of educational equity at these levels will require consideration of the following:

- How many awards should be included?
- What dollar amount should the awards carry?
- At what level of study should these awards be offered?
- Under what criteria should these awards be offered and in what order of merit should these criteria be ranked?
- How will these awards be distributed at the system level?
- What will the process of selecting award recipients be?

- What monitoring mechanism should be put in place to ensure effective implementation of this initiative?

Council believes that the acceptance of this advice would do much to permit a greater number of young scholars to complete their studies in preparation for careers in Ontario's post-secondary institutions and the private sector. By accepting the proposed Targetted Doctoral/Educational Equity Awards, the Government would, at the same time, increase the number of potential candidates for university teaching jobs, and ensure that these new professors would be more representative of the population at large.

In conclusion, Council urges the Government to consider the possibility of the development of a scholarship program to promote equity and affirmative action at the undergraduate level. Doctoral work, which is entry-level activity for professorial candidacy, comes at the end of a long course of study. Designated groups will need support in various forms at all stages of their education if they are to be fairly represented at the end of the process. In order to achieve equity of outcomes, Council therefore believes that an additional set of undergraduate affirmative awards should be given consideration for the future.

Dr. H. V. Nelles,
Chairman

November 15, 1991

91-XI Graduate Program Funding 1992-93

1.0 Introduction

In this Memorandum, the Ontario Council on University Affairs continues the practice of submitting annual advice on the funding of new and existing graduate programs as initiated in Advisory Memorandum 83-VIII.

The graduate program funding approval process was developed to achieve Council's objectives for the graduate enterprise in Ontario¹ and to achieve Council's system-wide goals of institutional role differentiation and system rationalization. Council bases its annual funding advice for new programs on the four criteria contained in Advisory Memorandum 89-V.² Briefly, each program must have passed a rigorous academic appraisal, as certified by the Council of Ontario Universities, without requiring any improvement; the university must demonstrate a societal need and student demand for the program; the program must be consistent with the aims, objectives and existing strengths of the institution offering it and be included in the institution's five-year graduate plan; and, Council must deem the program to be an appropriate development within the Ontario university system.

With respect to bilingual and French-language graduate programs, the Council, for the first time, also has the benefit of the advice of the recently established Advisory Committee on Francophone Affairs (ACFA), regarding the extent to which programs proposed for funding eligibility meet the needs of the Francophone community in Ontario.

With respect to existing programs, Council relies upon the Council of Ontario Universities' identification of programs of good quality through the periodic appraisal process conducted by the Ontario Council on Graduate Studies. Council will recommend that funding eligibility be withdrawn from all programs identified to be of unacceptable quality through this process.

Council continues the practice of recommending a weight for each graduate level-one program. All graduate level-two programs, as outlined in The Ontario Operating Funds Distribution Manual, will be in Category 8 with a weight of 6, or 2 per term.

2.0 New Graduate Programs

Council has reviewed the advice of its Academic Advisory Committee and, where appropriate, the Advisory Committee on Francophone Affairs, regarding the funding eligibility of the following ten graduate programs:

Carleton University:

Master of Arts in Applied Language Studies (A) - See Appendix A

Lakehead University:

Master of Social Work (MSW) - See Appendix B

Laurentian University:

Master of Social Work (MSW) - See Appendix C and Appendix D

Laurentian University (Nipissing College):

Master of Education (MEd) - See Appendix E

1. See Ontario Council on University Affairs, Sixteenth Annual Report, "Advisory Memorandum 89-V: Graduate Program Planning and Funding in the Third Quinquennium, 1989-90 to 1993-94", p. 157.

2. Ibid., pp. 161-162.

Queen's University:

Doctor of Philosophy in Applied Exercise Science (PhD) - See Appendix F

University of Toronto:

Master of Arts in Russian and East European Studies (MA) - See Appendix G

Doctor of Philosophy in Industrial Relations (PhD) - See Appendix H

University of Western Ontario:

Doctor of Philosophy in Sociocultural Kinesiology (PhD) - See Appendix I

York University:

Master of Arts & Doctor of Philosophy in Women's Studies (MA and PhD) - See Appendix J

Doctor of Philosophy in Environmental Studies (PhD) - See Appendix K

3.0 Recommendations

The evidence provided in the appended reports of the Academic Advisory Committee and where appropriate, the Advisory Committee on Francophone Affairs, satisfies Council that there exists a significant need and demand for each of the proposed programs and that there exists demonstrable academic strength at the institutions in which these ten programs have been proposed.

After consideration of the Academic Advisory Committee's advice, and where appropriate, the advice of the Advisory Committee on Francophone Affairs, and of the system-wide planning implications of introducing the proposed programs, Council is satisfied that the ten approved programs are appropriate developments within the Ontario university system.

Accordingly, Council *recommends to the Minister:*

OCUA 91-54

ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS PROGRAM IN APPLIED LANGUAGE STUDIES AT CARLETON UNIVERSITY FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Master of Arts program in Applied Language Studies at Carleton University be counted as eligible BIUs for funding purposes beginning in 1992-93 -the program to be in Category 6 with a weight of 3 or 1 per term, as outlined in The Ontario Operating Funds Distribution Manual.

With respect to the Master of Social Work (MSW) program submitted for consideration by Lakehead University, Council first had to ascertain whether or not the University had complied with certain conditions which were set out by Council in 1982 permitting the future consideration of additional graduate programs only under certain specific conditions. In Advisory Memorandum 82-VI, the Ontario Council on University Affairs noted, in recommending to the Minister the approval of an MSc program in Geology, at Lakehead University (contrary to the advice provided by the Academic Advisory Committee) that

in light of Council's continuing commitment to the concept of institutional role differentiation, Council feels that it is proper to raise some questions about what should be the appropriate array of graduate offerings for a particular institution. Council, in the case of the master's program in geology, has decided to give considerable weight to Lakehead's argument for unique regional circumstances

and institutional appropriateness. Council, therefore, supports the provision of formula funding for this program, but believes that it is only proper to do so, given the reality of general economic constraint, on the understanding that Lakehead University will prepare a comprehensive planning report on its graduate program offerings and submit it to Council. This report should take into consideration such matters as institutional appropriateness and role differentiation, the funding of graduate programs in an era of general economic constraint, and the needs of Northwestern Ontario. Until an acceptable report is received, Council will not recommend for funding any additional new graduate programs at Lakehead University.³

On February 3, 1992, the President of Lakehead University indicated to the Chairman of the Ontario Council on University Affairs that

Lakehead University has complied with this request (for a planning report on its graduate program offerings) and in doing so recognized that a clear case of regional need, program differentiation and institutional fit would have to be made for any new graduate programming to be considered. The University addressed its graduate programs in two ways: it reviewed graduate programming as part of its Academic Plan review undertaken in the mid eighties and through its Five Year Graduate Plan.

A review of graduate planning was conducted when the University undertook a comprehensive review of its Academic Plan. The concept of Lakehead as a university "in and for the North" is firmly entrenched in the University's Academic Plan and all programming was reviewed within this context. The Academic Plan approved by Senate and the Board in 1987 specifically recommended that "the Director of Graduate Studies and Research begin the process of devising the new five year Graduate Plan which would take into account the recent developments at Lakehead University and which would give due weight to the criteria outlined by OCUA." In 1983, Lakehead University submitted a five year Graduate Plan to OCUA in which the possibility of a Masters in Social Work program was discussed. Following our Academic Plan review and further rationalization of our graduate plans, in April, 1990 an updated Five-Year Graduate Plan was submitted to OCUA which outlined new programs and indicated that the Master of Social Work program would be submitted to OCGS for approval.⁴

Upon careful review of these documents, the Council is satisfied that the conditions set out in Advisory Memorandum 82-VI have been met and that Council is now in a position to recommend on the funding of new graduate programs at Lakehead University.

3. Ontario Council on University Affairs, Ninth Annual Report, 1982-83, "Advisory Memorandum 82-VI. Graduate Program Funding - Social Demography (PhD), University of Western Ontario; Art History (MA), Queen's University; Geology (MSc), Lakehead University", p. 91.

4. Letter from Dr. R. G. Rosehart, President, Lakehead University, to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, February 3, 1992.

OCUA 91-55

ELIGIBILITY OF ENROLMENT IN THE MASTER OF SOCIAL WORK PROGRAM AT LAKEHEAD UNIVERSITY FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Master of Social Work program at Lakehead University be counted as eligible BIUs for funding purposes beginning in 1992-93 - the program to be in Category 7 with a weight of 4 or 1.333 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 91-56

ELIGIBILITY OF ENROLMENT IN THE MASTER OF SOCIAL WORK PROGRAM AT LAURENTIAN UNIVERSITY FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Master of Social Work program at Laurentian University be counted as eligible BIUs for funding purposes beginning in 1992-93 - the program to be in Category 7 with a weight of 4 or 1.333 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 91-57

ELIGIBILITY OF ENROLMENT IN THE MASTER OF EDUCATION PROGRAM AT LAURENTIAN UNIVERSITY (NIPISSING COLLEGE) FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Master of Education program at Laurentian University (Nipissing College) be counted as eligible BIUs for funding purposes beginning in 1992-93 - the program to be in Category 6 with a weight of 3 or 1 per term, as outlined in The Ontario Operating Funds Distribution Manual; and that funding eligibility be provided directly to Nipissing College.

OCUA 91-58

ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN APPLIED EXERCISE SCIENCE AT QUEEN'S UNIVERSITY FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Doctor of Philosophy program in Applied Exercise Science at Queen's University be counted as eligible BIUs for funding purposes beginning in 1992-93.

OCUA 91-59

ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS IN RUSSIAN AND EAST EUROPEAN STUDIES PROGRAM AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Master of Arts in Russian and East European Studies program at the University of Toronto be counted as eligible BIUs for funding purposes beginning in 1992-93 - the program to be in Category 6 with a weight of 3 or 1 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 91-60

ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN INDUSTRIAL RELATIONS AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Doctor of Philosophy program in Industrial Relations at the University of Toronto be counted as eligible BIUs for funding purposes beginning in 1992-93.

OCUA 91-61

ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN SOCIOCULTURAL KINESIOLOGY AT THE UNIVERSITY OF WESTERN ONTARIO FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Doctor of Philosophy program in Sociocultural Kinesiology at the University of Western Ontario be counted as eligible BIUs for funding purposes beginning in 1992-93.

OCUA 91-62

ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS AND DOCTOR OF PHILOSOPHY PROGRAMS IN WOMEN'S STUDIES AT YORK UNIVERSITY FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Master of Arts and Doctor of Philosophy programs in Women's Studies at York University be counted as eligible BIUs for funding purposes beginning in 1992-93 -the Master's program to be in Category 6 with a weight of 3 or 1 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 91-63

ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN ENVIRONMENTAL STUDIES AT YORK UNIVERSITY FOR FUNDING PURPOSES IN 1992-93

THAT enrolment in the Doctor of Philosophy program in Environmental Studies at York University be counted as eligible BIUs for funding purposes beginning in 1992-93.

4.0 Existing Graduate Programs

Council has reviewed the Council of Ontario Universities/Ontario Council on Graduate Studies annual Report to the Ontario Council on University Affairs on Appraisal Results: 1990-91. This report indicates that one existing graduate program, the Doctor of Philosophy program in South Asian Studies at the University of Toronto, was placed in the NOT APPROVED category as a result of the quality appraisal process in 1990-91.

Since the Council of Ontario Universities, through the Ontario Council on Graduate Studies, cannot verify that this program is of acceptable academic quality, Council must recommend that funding eligibility be withdrawn.

Accordingly, Council recommends to the Minister:

OCUA 91-64

*ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY
PROGRAM IN SOUTH ASIAN STUDIES AT THE UNIVERSITY OF TORONTO
FOR FUNDING PURPOSES*

THAT enrolment in the Doctor of Philosophy program in South Asian Studies at the University of Toronto, not be eligible for counting for funding purposes.

Dr. H. V. Nelles,
Chairman

February 21, 1992

Appendix A

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Arts in
Applied Language Studies (MA)
Carleton University

New Graduate Program
Considered for Funding Eligibility

On July 31, 1991, Carleton University requested that Council consider its new Master of Arts program in Applied Language Studies for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on September 21, 1990, this program passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, the program did not require any improvements.

2. Societal Need and Student Demand

The Master of Arts program in Applied Language Studies is offered by the Department of Linguistics and Applied Language Studies. The primary objective of the program is to provide professional upgrading for teachers already working in the fields of the acquisition and development of writing abilities and first language studies, English as a second language, and adult literacy. The program will serve

to enrich the students' understanding of the processes involved in, and the contexts necessary for, language learning and development whether the focus is on learning a second or foreign language or dialect, or on acquiring the abilities to read and produce written discourse.¹

Carleton University argues that there are a number of specific societal needs which will be met by this program. Primary and secondary teachers in the school system, teachers of college and university students and teachers of adults in the workplace will find that this program meets a need for additional education in how to teach writing skills and first languages.

In its submission, the University cites a 1978 study commissioned by the Ministry of Colleges and Universities which concluded that teachers in the school system lacked the necessary background for the teaching of writing. A need was identified for courses outlining research into, and theory about, discourse processes and sociolinguistic contexts for language learning. In response to this need, and at the request of the Carleton Board of Education,

1. Carleton University, Funding Application: Master of Arts in Applied Language Studies, July 31, 1991, pp. 1 - 2.

Carleton University developed the postgraduate Certificate in English Language and Composition (CELC) in 1979. This program has been utilized by between 25 and 40 teachers annually from the Carleton Board of Education, as well as teachers from the Ottawa Board, the Ottawa Roman Catholic Separate School Board and the Protestant School Board of Western Quebec.

A high proportion of those taking the CELC have indicated that they wish to continue their studies in this field. An MA program provides financial rewards for the participants as well as providing the disciplinary background necessary to implement new Ontario Ministry of Education guidelines for English and Language Arts.

Carleton University notes that college teachers are particularly interested in the writing focus, and in the past several college teachers have come from Kingston, Montreal, and Newfoundland in order to take such courses.

The need for the Teaching of English as a Second Language focus is demonstrated by the large numbers of graduates of Carleton University's Certificate in the Teaching of English as a Second Language who wish to continue their studies at the master's level and who require advanced professional training for professional development and career advancement. In addition, the Federal Government's announced plan to increase the number of immigrants to Canada in the immediate future to an average annual intake of 250,000 will augment considerably the need for new ESL teachers and for professional upgrading for current ESL teachers who will assume positions of increased responsibility.

Regarding the adult literacy emphasis, Carleton University notes that there are currently very few ways in which teachers of adult literacy can receive formal training in their field. The University notes that there is a clear need for individuals who have expertise both in research and instruction and that

[t]he current explosion of interest in literacy...now threatens to overwhelm the small body of experienced researchers.²

The proposed program will produce graduates with both the practical experience and research skills so in demand by the marketplace.

The need for advanced education opportunities in adult literacy is nationwide, and a large proportion of the students admitted to this emphasis were literacy practitioners from British Columbia.

Carleton University indicates that the societal need and student demand for this program is concentrated in the National Capital Region, but extends across Canada. Evidence of the need for this program was provided from numerous sources including the Public Service Commission of Canada, Training Programs Branch, which stated:

This program would be of great benefit to the Language Training Program in the federal government as it would provide advanced training and enrichment opportunities for our teachers, materials developers, and our test, measurement, and evaluation personnel. I am particularly pleased that an English as a second language (ESL) stream will be directed from a department of linguistics rather than from a department of education as so many are in Canada.

...there is a very large additional need in the National Capital Region for graduates of a master's program such as you are planning given our bilingualism

2. Carleton University, *Ibid.*, p. 10.

programs, immigrant and refugee programs, and foreign student programs.³

Further, the Ottawa Teachers of English as a Second Language Association of Ontario; the Carleton Board of Education; Ottawa Board of Education; Ottawa Board of Education: Continuing Education Department; the Department of the Secretary of State of Canada: Social Trends Analysis Directorate; and the Multiculturalism and Citizenship Canada: National Literacy Secretariat, each indicated in writing its support for the program indicating a strong, long-term need for program graduates, and indicating that many of the individuals within these organizations intend to enrol in the program. The Ontario Ministry of Education also noted that the program creates an opportunity for Ontario educators which is not available elsewhere.⁴

Carleton University notes that this program differs from existing programs in theoretical and applied linguistics in its focus on language learning, particularly the acquisition of literacy and second languages, in a variety of contexts. The University argues that

...the field of Applied Language Study has its own direction, its own assumptions, its own lines of inquiry; such work often builds on or adapts developments in current linguistic theory, but essentially it remains independent.⁵

The program is unique in Canada, both in terms of the interrelationships between the three areas of concentration, and of the concentrations taken individually since none has any direct counterpart in a graduate program in Canada.⁶

The first cohort of five students was admitted in January of 1991. In the ensuing months, 57 additional applications were received, resulting in 28 formal applications, of which 23 had complete dossiers by July 1, 1991. Eighteen students were admitted for the 1991-92 academic year. This response occurred prior to any significant formal advertising.

The University notes that the majority of students are practising teachers and that all students have some teaching experience. Student demand for the program has been international in scope. For example, demand for the teaching of English as a second language focus originated from individuals residing in the Ottawa region as well as from Canadian nationals previously teaching in Spain and in China.⁷

The steady-state admission level of 18 new students per year has already been achieved.

The Academic Advisory Committee is satisfied that there exists convincing evidence of the societal need and strong and long-term student demand for this program.

3. Letter from Dr. Howard B. Woods, Acting Director, Course Development Directorate, Public Service Commission of Canada, Training Programs Branch, August 22, 1988, Carleton University submission, Appendix A.

4. Letter from Mr. Jerry George, Education Officer, Centre for Secondary and Adult Education, Ministry of Education, August 19, 1988, Carleton University submission, Appendix A.

5. Carleton University, *Ibid.*, p. 13.

6. Carleton University, *Ibid.*, p. 14.

7. Carleton University, *Ibid.*, p. 9.

3. Consistency with Aims, Objectives and Existing Strengths

Carleton University has significant existing strengths in related program areas. In particular, the University houses a Centre for Applied Language Studies and a Centre for the Study of Adult Literacy/Centre d'études en alphabétisation des adultes. Through the latter, Carleton University was a founding partner with Apple Canada Educational Foundation, the Ottawa Board of Education and others of The Learning Centre, a demonstration, research and training centre on the use of computers in adult literacy.

The program will further draw upon expertise within the existing Certificate programs in English Language and Composition and the Teaching of English as a Second Language. Corollary strengths also exist within the departments of Psychology, Sociology and Anthropology.

The Committee noted that program faculty have an excellent record of successful research grant applications, and have received numerous research awards and other related contracts.⁸

This program was included in the University's five-year graduate plan in 1984 and in round three of the University's corridor planning document.

The Academic Advisory Committee is satisfied that the Master of Arts program in Applied Language Studies is consistent with the aims, objectives and existing strengths of Carleton University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Master of Arts in Applied Language Studies at Carleton University be recommended by Council for funding eligibility.

Academic Advisory Committee
October 25, 1991

8. Carleton University, Ibid., Appendix E.

Appendix B

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Social Work (MSW)
Lakehead University

New Graduate Program Considered
for Funding Eligibility

On July 26, 1991, Lakehead University requested that Council consider the new Master of Social Work program for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on January 18, 1991 this program passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, did not require any improvements.

2. Societal Need and Student Demand

The purpose of the Master of Social Work program proposed by Lakehead University is to "educate students at the graduate level with the knowledge, research and theory building skills needed for advanced social work and social welfare practice in a northern context." The proposed program is designed specifically for the context of northern and rural communities. The program is based upon a "Task-focused Ecological Social Work Practice" model which has been adapted to meet the unique physical, social and organizational needs of a northern environment.

Over the past decade, Lakehead University has been encouraged to mount a graduate program in Social Work by local and district agencies, previous graduates of its Honours Bachelor of Social Work (HBSW) program, the university community and officials from local and provincial ministries which responds to the needs of the north.¹

This program will meet a need for access to a social work program at the graduate level by residents of Northwestern Ontario for whom the closest English language program is located at the University of Manitoba (645 kilometres away), followed by the University of Toronto, and York University (1410 kilometres away). Letters from employers of potential graduates indicated that this program would meet a need for a program which would facilitate professional development of local social workers. For example, the Executive Director of the Family and Children Services of the District of Rainy River, Fort Frances, Ontario stated:

1. Lakehead University, Department of Social Work, Brief for Master of Social Work (MSW) Submitted to Ontario Council on University Affairs, August 1991, p. 4.

We have in the past few years, sent candidates for masters degrees from our organization (under our sponsorship) to the University of Manitoba, McMaster in Hamilton, and to Dalhousie. Presently, we have a second employee at Dalhousie. This individual was forced to leave his wife and children in Atikokan and the task of study and family obligations became that much more difficult...It is clear that a program at your institution would have been much less disruptive.²

Other employers writing in support for the program noted that they have experienced a great deal of difficulty in recruiting qualified people from Southern Ontario to positions in the Northwestern region of the province. Students also find that it is difficult or impossible to pursue their studies outside of their communities as evidenced by the Director of the Kenora Family Resource Centre who noted:

...Lakehead University provides the only feasible access to university education at a Masters level. Many of the people I speak for are single parents or financially disadvantaged and would only be able to pursue their education by remaining in their community, working and attending the Lakehead University classes locally.³

The extent of the human resource need for MSW graduates in the North is well documented. In 1989, the Ministry of Community and Social Services published the results of a needs survey entitled A survey of Needs for Professionals in Social Service Agencies in Northern Ontario. The results indicated that MSW positions represented, by far, the largest human resource demand among the human service professional groups examined.⁴

Under the supervision of the Office of Research and Graduate Studies at Lakehead University another needs survey, the Survey of the Need for a M.S.W. Program at Lakehead University revealed that almost 50% of the agencies in the region did not employ someone with an MSW degree while only 20% of the agencies surveyed had no approved MSW positions. Over 25% of the agencies/organizations reported that none of the in-house approved MSW positions were filled by persons holding an MSW degree. The survey also revealed that over 80% of the agencies/organizations had experienced difficulty in filling MSW vacancies because of a lack of qualified personnel and over 50% of the agencies/organizations anticipated MSW vacancies in 1989, 1990 and 1991.⁵

There is no question that the need for MSW graduates in the Northwestern region of the Province is extensive. It is also critical that the Northwest be supplied with MSW graduates who can work within the unique social, cultural, political and economic context of northern urban communities, northern Indian reserve communities and resource-based communities. For example, the Ministry of Correctional Services in North Bay notes that

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2. Letter from Mr. Ron King, Executive Director, Family and Children Services of the District of Rainy River, Fort Frances, Ontario, cited in the Lakehead University submission, p. 7.
 3. Letter from Ms. Maria Crawford, Director, Kenora Family Resource Centre, Kenora, Ontario, cited in the Lakehead University submission, p. 7.
 4. Lakehead University, Ibid., p. 8.
 5. Lakehead University, Ibid., p. 9.

...at the Ministry of Correctional Services, we are hard pressed to recruit graduate level social workers trained from a northern perspective for many of our northern correctional facilities. Considering that there currently exists 26 Social Work positions at northern correctional institutions, news of a possible graduate Social Work program at Lakehead University is well received by this Ministry.⁶

The proposed program would also facilitate the attainment of goals set within the Native community in the region:

The initiatives occurring in this area in terms of First Nation self government requires educated personnel at the graduate level...It is recognized that before any self determination occurs in native communities in this area, a massive social reorganization and cultural growth has to occur. MSW graduates would be involved in this process.⁷

Many other organizations and agencies provided convincing evidence of the need for this program, including the Ministry of Community and Social Services, Ministry of Correctional Services, John Howard Society of Thunder Bay, the Kenora Family Resource Centre, the Social Services Department of the City of Thunder Bay, Family and Children's Services of the District of Thunder Bay, Lakehead Psychiatric Hospital, Sioux Lookout General Hospital, Rainy River Valley Health Care Facilities, Inc., Lakehead Regional Family Centre and numerous other local and regional organizations and agencies.⁸

The Deans and Directors of Schools of Social Work in Ontario were unanimous in their support for the program, noting its unique focus, and the potential for graduates to better serve the special needs of the native population as well as the general growth in demand for social services.

Individual institutions⁹, including Laurentian University, also wrote in support of the proposed program which is in the process of mounting a similar program in French.¹⁰

Numerous letters supporting the need for the program were also provided by potential students or their representatives including the President of the Ontario Association of Professional Social Workers, Thunder Bay Branch, the Social Work Student Association of Lakehead University, and individuals from a variety of social service agencies and organizations located across the region.

The Committee noted that the program's emphasis on the northern community and context was unique among the master of social work programs available in Ontario.

6. Letter from Mr. Michael Birks, Chief of Social Work Services, Ministry of Correctional Services, North Bay, Ontario, cited in Lakehead University submission, p. 9.

7. Letter from Ms. Patricia McGuire, Coordinator, Native Nurses Entry Program, cited in Lakehead University submission, p. 8.

8. Lakehead University, *Ibid.*, see Appendix 5.

9. Laurentian University, University of Toronto, University of Windsor, McMaster University, and Carleton University wrote in support of the societal need and student demand for this program.

10. Lakehead University, *Ibid.*, Appendix 4.

Student demand for the program is expected to be strong. Of those HBSW alumni contacted in the Lakehead University "needs" survey, one hundred and thirty graduates indicated that they were interested in obtaining an MSW degree at Lakehead University and 2/3 of these respondents indicated that they would apply for admission to the MSW program in its first year of operation. A significant number of applicants are expected to come from employees of local and regional social service agencies in Northwestern Ontario. However, other HBSW graduates from across Canada, who have an interest in working with First Nation People and in northern social work practice, are also expected to apply.

The Department of Social Work has received numerous enquiries regarding the program and has in hand 190 qualified applications to date of whom 80% are graduates of the Lakehead HBSW program and residents of Northern Ontario. These applications were received with little or no advertising on the part of the University. The University expects no difficulty in achieving its projected admission levels of 20 new students per year in 1992, the first cohort to be enrolled in the Fall. The University will achieve its steady-state total enrolment of 35 full-time students in the 1993-94 academic year.¹¹

The Committee is convinced of the extensive societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

Lakehead University has developed a wide range of undergraduate and graduate programs specifically tailored to meet the unique needs and demands of the Northern Ontario population. The proposed program is consistent with the University's history of responsiveness to local and regional needs, with its existing strengths and its Academic Plan which received Senate approval in February 1987.

The proposed program is based on a Bachelor of Social Work program which has been in place since 1976 and has graduated over 500 students. The program is also supported by research conducted by the Centre for Northern Studies and the Northern Educational Centre for Aging and Health. A proposed Northern Health and Human Resource Research Unit would also provide Social Work faculty and students with an opportunity to participate in research in the area of retention and recruitment of health care professionals in the North.

Existing community development agencies managed by the department such as the Rural Family Resource Centre in Kakabeka Falls and the Armstrong Resource Centre will become university laboratories for community-based research and provide graduate students and faculty with the opportunity to test and build social work theory for northern rural practice.

The program will also benefit from the strong linkages which exist between the Department of Social Work and the major health and social service organizations throughout the region. These organizations are committed to providing graduate students with research and practicum opportunities in the fields of mental health, child and family services, corrections, chemical dependency and women's programs. Lakehead Psychiatric Hospital, the Regional Cancer Clinic and the Thunder Bay District Health Council have also invited student research involvement.

This program has been included in the University's five-year graduate plan since 1989. The necessary library resources are already in place.

The Academic Advisory Committee is satisfied that the Master of Social Work program is consistent with the aims, objectives and existing strengths of Lakehead University, particularly with respect to their mandate to provide programs which meet regional needs.

11. Telephone call to Dr. Roger Delany, Chairman, Department of Social Work, January 10, 1992.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Master of Social Work program at Lakehead University be recommended by Council for funding eligibility.

Academic Advisory Committee

October 25, 1991

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Social Work (MSW)
Laurentian University

New Graduate Program Considered
for Funding Eligibility

On July 12, 1991, Laurentian University requested that Council consider the new Master of Social Work program for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The program was also referred to the Advisory Committee on Francophone Affairs (ACFA) for comment from the perspective of the francophone community. These comments are submitted under separate cover. The Academic Advisory Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on September 21, 1990 this program passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, did not require any improvements.

2. Societal Need and Student Demand

The Master of Social Work program, proposed for funding eligibility by Laurentian University, is offered entirely in French. It will meet a societal need for graduate-level social work education in the French language in the North on a part-time study schedule.

The program will also develop expertise in the research of regional problems and become a centre for regionally-based research. This program will serve the needs of northern and rural Ontario in particular, as well as the needs of the Francophone population of Ontario for graduate-level social service education and services in the French language.

Based on programs elsewhere, including L'Université Laval, Laurentian University has developed an innovative program schedule wherein the student comes to the university for four days of intensive study once every six weeks. Over a period of two years, students will have completed fifteen study blocks of four days each at the University. Each student has a tutor to provide individual counselling to monitor progress. The program can normally be completed over a period of three years.

By adopting this model, students are able to maintain their employment while providing social services to the francophone community which are in short supply to begin with. Students will be encouraged to conduct research on issues pertinent to the specific problems associated with the Franco-ontarian experience in a Northern environment, and rural, or single industry economies.

This Master of Social Work program will be the first to be offered in French in Ontario, and along with the new initiative in graduate Social Work programming at Lakehead University, one of the first to be offered in Northern Ontario, providing accessibility to its residents.

In its submission, Laurentian University notes that despite a Québec-Ontario reciprocity agreement which permits Ontario students to study social work in French at a university in Québec, it does not encourage students to return to the North to work in Northern Ontario.

In fact, Laurentian University points out that social policies in Québec differ from those in Ontario and graduates of programs in Québec take time to readjust to the Ontario reality.¹ Many Francophones wishing to pursue higher education in Social Work in the French language, are unable to travel to Québec to do so, although the opportunity exists. Of those who do travel to Laval University in Québec, one-third have found employment there and did not return to Ontario². This program will meet a need for a program in French in a region where there is significant societal need for services in French and student demand for accessible education in French.

The need and demand for services in French have augmented since the introduction of The French Language Services Act (1986). As a result of this Act, a variety of employers including the Ministries of Community and Social Services, Health, Correctional Services, Attorney General and numerous quasi-public and private companies are competing for the few qualified graduates available. A survey conducted by Laurentian University indicated that 73 positions requiring a master's degree in social work were advertised in 1989-90, of which 49 positions required both English and French language skills and that of these positions, only 25 were filled.³

Letters from potential employers of program graduates clearly indicate a serious shortage of French-speaking social workers with MSW's to fill clinical and administrative posts.⁴

The following citation from the Sudbury Family Service office is characteristic of the sentiments expressed by dozens of organizations which wrote in support of the need for this program:

Comme agence francophone de services sociaux, le Service Familial dépend beaucoup sur votre programme d'étude spécialisée en service social pour nous fournir les professionnels nécessaires à notre main d'oeuvre. Nous recherchons régulièrement avec peine et misère des diplômés bilingues au niveau de la maîtrise en service social pour combler nos postes cliniques et administratifs et assurer la qualité de services aux citoyens de notre communauté.

Le programme de maîtrise à l'Université Laurentienne est un outil indispensable à la formation de nos professionnels dans ce domaine et à l'assurance d'attirer et garder les professionnels, surtout bilingues, chez nous dans le nord de la province. Il existe une réelle et dure pénurie de travailleurs sociaux bilingues dans cette région.⁵

Other organizations writing in support of the need for graduates of this program include the Sensenbrenner Hospital, the Ministry of Health, Self-Help Group Development Network

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1. Laurentian University, Demande de Financement: Programme de Maîtrise en service social à l'Université Laurentienne, June 1991, p. 2.
 2. Laurentian University, Ibid., p. 14.
 3. Laurentian University, Ibid., p. 13.
 4. Laurentian University, Ibid., p. 10.
 5. Letter from Madame Carmel J. Girouard, directrice générale, Sudbury Family Service, Sudbury, Ontario, to Monsieur Richard Carrière, Laurentian University, April 16, 1991.

Sudbury-Manitoulin, The Regional Municipality of Sudbury, the City of Timmins, Laurentian Hospital, Sudbury Memorial Hospital, Centre Jeanne Sauvé Centre, South Cochrane Child and Youth Service, Le Conseil des Écoles séparées catholiques du District de Sudbury, Laurentian Graduate Student's Association, and Association des Étudiant(e)s Francophones.

The program also has the unanimous support of the Ontario Deans and Directors of Schools of Social Work⁶ as well as from l'Association des travailleurs sociaux professionnels de l'Ontario (ATSPO).⁷

Student demand is expected to originate primarily in the North-west of the Province. However, Francophones from across Ontario, Canada and Europe are also expected to apply for admission. As indicated above, the program is offered only on a part-time basis. Enrolment projections indicate that the University intends to admit 10 students into the program each year. The first cohort of 8 students was admitted in January of 1991, and the second cohort of 11 students was enrolled in the program in September of 1991. The University expects to reach a steady-state total enrolment level of approximately 40 students by 1995-96.⁸ Student demand to date far exceeds the number of places available in the program.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

Laurentian University has numerous program related strengths, including a bilingual bachelor of social work program, and programs in child and development studies, psychology, sociology, administration, history, political science and physical education programs as well as research-related strengths including l'Institut franco-ontarien, l'Institut nord-ontarien de recherche et développement (INORD) and le Centre de recherche et développement humain (CRDH). The professors of the School of Social Work will actively participate in these research centres.

The University has a network of well established contacts with local, regional, provincial, Francophone and professional organizations. The necessary library resources are already in place.

The University has received significant additional funding toward the start-up of this program from the Ministry of Community and Social Services and the Ministry of Colleges and Universities.

This program has been included in the University's five-year graduate plan since 1989 and was also part of the institution's corridor planning process.

Laurentian University indicates that in the future, this program may tap into the Contact-North network and become accessible to students at a distance.

The Academic Advisory Committee is satisfied that the Master of Social Work program in French is consistent with the aims, objectives and existing strengths of Laurentian University.

6. Letter from Ms. Ellen Sue Mesbur, Chair, Ontario Deans and Directors of Schools of Social Work, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, May 15, 1991.

7. Laurentian University, *Ibid.*, citing l'Association des travailleurs Sociaux professionnels de l'Ontario, Exposé de position, See Annexe III.

8. Laurentian University, *Ibid.*, p. 17.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Master of Social Work program in French at Laurentian University be recommended by Council for funding eligibility.

Academic Advisory Committee

October 25, 1991

COMITÉ CONSULTATIF DES AFFAIRES FRANCOPHONES

Maîtrise en service social (M.S.S.)

Université Laurentienne

Nouveau programme d'études supérieures en langue française
présenté pour admissibilité au financement

Le 20 novembre 1991, le Conseil ontarien des affaires universitaires a demandé au Comité consultatif des affaires francophones de se prononcer sur la proposition de programme de maîtrise en service social élaborée par l'Université Laurentienne. Tel que le veut son mandat, le Comité s'est en particulier demandé si le programme proposé répond aux besoins de la population franco-ontarienne. À sa réunion régulière du 21 janvier 1992, sur recommandation de son groupe de travail sur les programmes d'études, le Comité a entériné la position énoncée ci-dessous.¹

1. Recoupement du programme proposé avec d'autres programmes existants en langue française

Il s'agit du premier programme de maîtrise en service social à être offert en français en Ontario.

2. Besoins de la communauté franco-ontarienne auxquels le programme répond

Le Comité est satisfait de la documentation fournie par l'Université Laurentienne quant à la démonstration que le programme répond véritablement à un besoin de la communauté franco-ontarienne, tant du point de vue de la formation de professionnels qualifiés pour le travail social que de celui de la formation de chercheur(e)s et du développement de la recherche de pointe en service social.

3. Pertinence du mode de prestation du programme

Le Comité considère que le mode de prestation du programme proposé est particulièrement bien adapté à la réalité de la clientèle étudiante cible.

4. Succès des démarches initiales d'implantation du programme

Le programme a déjà accueilli avec succès deux cohortes d'étudiants.

5. Recommandation

Le CCAF recommande au Conseil que

le nouveau programme de maîtrise en service social proposé par l'Université Laurentienne soit recommandé par le Conseil pour l'admissibilité au financement.

Le Comité consultatif des affaires francophones

Le 12 février 1992

1. Il importe de noter que s'agissant du premier avis présenté par le Comité consultatif des affaires francophones au Conseil ontarien des affaires universitaires, les critères utilisés dans ce document ne représentent pas nécessairement ceux qui seront utilisés par le Comité pour ses avis suivants. Le Comité est à étudier une liste de critères permanents pour l'évaluation de demandes futures. Cette grille d'évaluation devrait être prête sous peu.

Appendix E

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Education (MEd)
Nipissing College of Laurentian University

New Graduate Program Considered
for Funding Eligibility
(Direct Funding)

On July 26, 1991, Nipissing College, of Laurentian University requested that Council consider the new Master of Education program for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The program was also referred to the Teacher Education Council of Ontario (TECO) for comment. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on February 15, 1991, this program passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, did not require any improvements.

2. Societal Need and Student Demand

The proposed Master of Education program will provide education practitioners in the mid-northern/northeastern region with access to graduate level professional development, and opportunities for directed and independent scholarly study on a full-time and part-time basis, and provide a unique program which will focus on instruction, and on the special context of professional practice in the mid-northern/northeastern region. The program may also lead to improvements in existing school programs by providing opportunities for educators to investigate problems relevant to the area under the direction of qualified university faculty members resident in the region.¹

The focus of the program will be on "Perspectives on Instructional Leadership", which includes the study of the professional educator defined as a teacher, department head, consultant, coordinator, and school or board administrator² acting in teaching, consulting, coordinating and administrative roles.

The need and demand for Master of Education programs in Ontario has grown substantially as the MEd degree and its associated research knowledge have become a standard part of the professional development of classroom teachers. Progress toward an MEd is now one of the formal prerequisites for entry into the Part I Principals' course in the

1. Nipissing College, Application to OCUA for Consideration for Funding Eligibility for an M.Ed., July 26, 1991, p. 2.

2. Nipissing College, Ibid., p. 2.

province of Ontario.³

Nipissing College argues that its provision of a Master of Education program would provide for further lifelong learning opportunities to an area of the province which is currently limited...teachers in our northern regions would have opportunities to pursue: (1) teacher development activities, (2) classroom research projects, (3) curriculum leadership roles from the vantage point of the classroom, and (4) school renewal activities.⁴

It was also noted that administrators in the North would benefit from the opportunity to participate in instructional leadership and school renewal with their teachers through the utilization of research projects resulting from the graduate experience.

The University College argues further that the only regions of Ontario which do not have a Master of Education program provided by their own university are northeastern and mid-northern Ontario, noting that the Faculty of Education at Nipissing University college is the only teacher education (English) faculty in the province that does not currently provide a graduate program to its service region.⁵

The Teacher Education Council of Ontario lent its support to this program, noting that it would address the issues of accessibility and equity by allowing teachers to pursue post-graduate studies in their own geographical area. The Council noted that this would especially enhance access for women to gain an MEd and to qualify for the principals' courses in order to obtain supervisory qualifications.⁶

Numerous letters of support for the proposed program were received by Nipissing College from Directors of Education of school boards in the mid-northern and northeastern regions as defined by the Ministry of Education. Specific comments were noted by the Committee as follows:

Timmins Board of Education:

There is a significant need in our region to have such programs available. In addition, the specific classroom focus of this program is especially welcome.⁷

The Nipissing District Roman Catholic Separate School Board:

We offer the University our full support for the installation of this program at the Faculty of Education. Even though the Ontario Institute for Studies in Education, the University of Ottawa, and more recently, Michigan University, have been involved in offering Master of Education programs in North Bay, we continue to hear from our teachers that there are waiting lists. This indicates the

3. Nipissing College, *Ibid.*, p. 3.

4. Nipissing College, *Ibid.*, p. 1.

5. Nipissing College, *Ibid.*, p. 4.

6. Letter from Mr. J. Frank Clifford, Executive Director, Teacher Education Council, Ontario, to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, October 18, 1991.

7. Letter from Ms. Irene Anton, Director of Education, Timmins Board of Education, to Dr. A. Rathgeber, Dean of Education, Nipissing College, November 7, 1991.

need for another Master of Education program in this area.⁸

The Nipissing Board of Education:

...the analysis of staff changes indicates that by the year 2000, Nipissing Board of Education will replace at least half of the principals and all of the supervisory officials within the Board. A Master of Education Program would be most beneficial to meeting the need to fill these positions if a Masters Program were made available at Nipissing University (sic). A second and important reason for supporting the proposal is that the Masters Program will facilitate the interaction between those doing research and those involved in practice. With the increasing emphasis on school based management and improvement, Boards require staff whose ideas are rooted in theoretical and empirical studies in these areas. The emphases on the change process and staff development, as emphasized in the proposal, is particularly appropriate at this time.⁹

The East Parry Sound Board of Education:

The availability of this program to educators in the Nipissing catchment area is long overdue. Notwithstanding the past efforts of the staff of the Ontario Institute for Studies in Education and the University of Ottawa to fill this void, I am glad to see a program being offered for teachers in northeastern Ontario that is based in this area...Over the next several years we will be losing the large majority of our school principals, program resource staff and senior administrators to retirement. I am optimistic that your program located in North Bay will be seen as encouraging aspiring school administrators to proceed with career plans requiring post graduate studies. I see this as particularly important for females aspiring to positions of responsibility but not wishing to leave home to gain the necessary qualifications.¹⁰

The Committee notes that a number of other school boards wrote to endorse the need for this program, and that their comments about the proposed MEd were entirely supportive.

Student demand for such a program is demonstrably strong. Courses offered on-site by the Ontario Institute for Studies in Education¹¹ and joint University of Ottawa and Nipissing College MEd courses offered at Nipissing College have been over-subscribed, with many

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8. Letter from Mr. Brian D. Giroux, Director of Education, The Nipissing District Roman Catholic Separate School Board, to Dr. A. Rathgeber, Dean, Faculty of Education, Nipissing College, November 14, 1991.
 9. Letter from Mr. Robert J. Kennedy, Director of Education, The Nipissing Board of Education to Dr. A. Rathgeber, Dean of Education, Nipissing College, November 29, 1991.
 10. Letter from Mr. Douglas G. Yarranton, Director of Education, The East Parry Sound Board of Education, to Dr. A. Rathgeber, Dean, Faculty of Education, Nipissing College, November 26, 1991.
 11. In a letter from Dr. George E. Burns, Head, OISE Midnorthern/Northeastern Centre, OISE, to Dr. Arthur Rathgeber, Dean, Faculty of Education, Nipissing College, December 20, 1991, OISE noted that it "offers a range of off-campus courses (mainly via distance education delivery techniques) within the regions [Midnorthern and Northeastern] and that the majority of OISE courses cut across several different academic departments. It is fair to say OISE does not offer an overall program focus within the region; rather, it tends to offer a range of individual courses. The program being proposed by Nipissing is based on specific needs."

prospective students being turned away.¹²

Nipissing College projections indicate that six full-time and 30 part-time students will be admitted in the first year of operation. These enrolment projections increase to a steady-state admission level of 20 full-time and 60 part-time students in year six of the program. The University College notes that it will place a high priority on the maintenance of a core of full-time MED candidates and that if necessary, part-time enrolments will be limited to a set ratio of full-time enrolments (3:1 has been discussed) in order to encourage full-time enrolments.¹³

Nipissing College anticipates no problems in meeting targetted enrolment levels due to the extensive interest expressed by the local and regional school boards on behalf of their teachers.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

Teacher education training has been an area of expertise for Nipissing College for nearly 20 years. The University College currently offers Teacher Education training for the elementary, intermediate and senior division teacher in both the pre-service and in-service format.

The Ontario Institute for Studies in Education has committed local OISE faculty as a resource "which can be counted upon in areas relating to delivery of courses, major research project supervision, and thesis supervision..."¹⁴ and which would enhance the strength of the program.

The MED program has been included in Laurentian University's five-year graduate plan since 1989. The resources necessary to offer the program are already in place. Additional faculty will be added as the program increases in size.

The Academic Advisory Committee is satisfied that the Master of Education program is consistent with the aims, objectives and existing strengths of Nipissing College of Laurentian University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Master of Education program at Nipissing College of Laurentian University be recommended by Council for funding eligibility.

Academic Advisory Committee
December 13, 1991

12. By letter of December 11, 1991 from Denis Carrier, Interim Dean, to Dr. Arthur Rathgeber, Dean, Faculty of Education, Nipissing College, the University of Ottawa has notified Nipissing College that it "willingly accepts not to offer its Master of Education program in North Bay if the Nipissing College decides to offer it Masters of Education program there."

13. Nipissing College, Proposal for an M.Ed. Degree at Nipissing College, Laurentian University, not dated.

14. Letter from Dr. George E. Burns, Head, OISE Midnorthern/Northeastern Centre, OISE, to Dr. Arthur Rathgeber, Dean, Faculty of Education, Nipissing College, December 20, 1991.

Appendix F

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Doctor of Philosophy in
Applied Exercise Science (PhD)
Queen's University

New Graduate Program Considered
for Funding Eligibility

On July 22, 1991, Queen's University requested that Council consider the new Doctor of Philosophy program in Applied Exercise Science for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on June 3, 1991 this program passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, did not require any improvements.

2. Societal Need and Student Demand

The new doctoral program in Applied Exercise Science is a multi-disciplinary program, the purpose of which is to train students and advance knowledge in the occupational and health applications of the traditional exercise science disciplines. Areas of faculty expertise include exercise physiology, biomechanics, and psychomotor aspects of exercise.

The program will educate Canadian scientists, scholars and administrators who will provide leadership in the rapidly advancing new field of applied exercise science.¹ The University, in its submission, notes that

[i]mportant outcomes which will directly benefit Canadian society include the discovery and application of new knowledge for health promotion, preventive health, for disease rehabilitation, and for promotion of productivity in the workplace.²

The proposed program will provide needed researchers and practitioners in the field of Applied Exercise Science. Specific goals of this academic area include:

the generation and application of new knowledge for the promotion of human health, for the rehabilitation of patients with chronic diseases, and for

1. Queen's University, School of Graduate Studies and Research, Request for Formula Funding Eligibility, Doctoral Program in Applied Exercise Science, July 22, 1991, p. 3.

2. Queen's University, Ibid.

optimization of work efficiency in business and industry.³

Achievement of these goals will contribute to the control of health care costs, promotion of national productivity and the improvement of the quality of life in Canada. As noted by the Kingston General Hospital:

Faculties of Medicine have not concentrated on this field through research activities. Faculties of Medicine have not concentrated on this body of knowledge at the undergraduate level or in subspecialty training programs and thus there is a void in this area which can be filled by programs such as this proposal...In order for individuals with this type of grounding to reach their full potential, particularly as researchers, I believe it is essential that they go on to the level of PhD training which will greatly enhance the ability of these individuals to ultimately launch successful research programs. Collaborative research with members of Faculties of Medicine would be an important role of individuals highly trained in exercise science.⁴

In its submission, the University notes that beyond the 1990's, the role of physical educators and exercise scientists will be required to change in response to powerful demographic and economic forces. Longer life expectancies and the increasing mean age of the Canadian population require more emphasis on the prevention of chronic diseases, a reduction of physical disabilities and the promotion of human productivity in order to minimize the growing burden on Canadian health care and social support systems.

The absence of a Canadian doctoral program in exercise science makes it difficult to locate competent teachers and researchers to study the role of exercise in preventive and rehabilitative health care. At the October 1989 meeting of the Canadian Association of University Schools of Rehabilitation, the need for approximately 40 new faculty members was identified. Such appointments would include specialists in clinical exercise physiology and biomechanics.⁵

Queen's University also notes that although 20% of the graduates of its MSc program in Applied Exercise Science continue to the doctoral level of study, these students find it very difficult to find PhD programs that meet their needs and interests. No doctoral programs exist in Canada which are aimed specifically at the preventive and rehabilitative applications of exercise science.⁶ As noted by The Canadian Association for Health, Physical Education and Recreation, many students interested in pursuing doctoral study in this field must go outside the country to do so:

3. Queen's University, *Ibid.*, p. 8.

4. Letter from Mr. G. Burggraf, M.D., Chairman, Division of Cardiology, Kingston General Hospital, to Dean W. McLatchie, Dean of Graduate Studies, Queen's University, July 9, 1991.

5. Queen's University, *Ibid.*, p. 6.

6. In its submission, Queen's University notes that PhD programs exist in exercise physiology at the University of Western Ontario and the University of Waterloo. The University of Waterloo also offers a doctoral program in biomechanics. These are the programs which might be selected by students wishing to continue doctoral studies within Ontario, although they would not provide the continuity in the program of study which a PhD in Applied Exercise Science would offer.

The proposed program will fill a gap in the preparation of scholars and researchers in the area of Applied Exercise Science...At this time, there is a dearth of Canadian leadership. Most students completing Masters degrees in Canadian Universities must pursue doctoral work in the U.S.A. since there are few doctoral programs in this area in Canada. Some of these students return to Canada but many are lost from the system.⁷

Queen's University notes that the proposed program would be unique among physical education doctoral programs in Canada due to the adoption of a multidisciplinary approach to research and its primary focus on preventive/rehabilitative health applications of exercise science rather than on enhancement of athletic performance. Queen's University argues that this emphasis will assist in meeting the urgent need for new knowledge required to control health care costs and to maximize human productivity and quality of life in the 1990's and beyond.⁸

Job opportunities for program graduates are varied and plentiful. A graduate of a similar PhD program at Pennsylvania State University indicates that:

Graduates of this type of program have a number of exciting options for employment. These include appointments at major universities, directorships of clinical exercise rehabilitation programs and research positions related to health and biomedical applications of exercise physiology and biomechanics. Such academic programs have operated very successfully in the United States for the past 15 years. An accelerated need for highly trained clinical exercise scientists is expected in the future because of the need to contain health care costs in an aging North American population.⁹

As noted by Dr. Gerald Marks, of the Faculty of Medicine at Queen's University, there are also many opportunities for collaborative research undertakings between Exercise Scientists and the medical profession:

...individuals trained in Applied Exercise Science would be invaluable in collaborative efforts with clinical and basic pharmacologists and with cardiologists on studies directed to studying cardiovascular effects of drugs and the relationship between blood levels of drugs and their effects on the cardiovascular system. If research in this important field is to proceed in Canada, there will be a need for Ph.D. graduates in this area. Thus there is a clear need for Ph.D. graduates in this area...I anticipate high student demand for this program.¹⁰

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7. Letter from Dr. Stu Robbins, The Canadian Association for Health, Physical Education and Recreation, to Dr. Gavin Reed, Director School of Physical and Health Education, Queen's University, July 17, 1991.
 8. Queen's University, *Ibid.*, p. 8.
 9. Letter from Mr. Barry Franklin, PhD, FACSM, Director, Cardiac Rehabilitation and Exercise Laboratories, William Beaumont Hospital, Birmingham, Michigan, to The School of Graduate Studies, Queen's University, July 10, 1991.
 10. Letter from Dr. Gerald S. Marks, Professor, Department of Pharmacology and Toxicology, to Dr. W. McLatchie, Dean, School of Graduate Studies, Queen's University, July 10, 1991.

Additional evidence of a societal need for graduates of the proposed program was provided by the Ministry of Tourism and Recreation, the Department of National Defense, the University of Ottawa Heart Institute - Ottawa Civic Hospital, and the Kingston, Frontenac and Lennox and Addington Health Unit.¹¹

The University projects an admission level of one to two students per year into the program until a steady-state total enrolment of four to five full-time students is reached. This is expected to occur by 1995. The University will then admit new students in order to maintain this steady-state enrolment level.¹²

In light of the demand from students completing the Queen's master's program in Applied Exercise Science (approximately 20% of these students continue on to complete a doctoral program) and external inquiries about the doctoral program totalling 10 to 15 letters annually, the University anticipates no difficulty in meeting its projected enrolment targets.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed program.

3. Consistency with Aims, Objectives and Existing Strengths

Queen's University currently offers a Master's program in Applied Exercise Science, and the proposed program would build on existing faculty strengths and resources.

Significant corollary strengths exist in the Faculty of Medicine, Faculty of Arts and Science, School of Physical and Health Education, and Departments of Mechanical Engineering, Obstetrics and Gynecology, Surgery, and Division of Cardiology. Research programs which will complement the proposed program include the Ergonomics Research Program, the Pregnancy Research Program, and the Back Research Program.

The Committee notes that faculty involved in this program have received significant levels of external research funding over the past ten years.¹³

This program has been included in the University's five-year graduate plan since 1990.

The Academic Advisory Committee is satisfied that the Doctor of Philosophy program in Applied Exercise Science is consistent with the aims, objectives and existing strengths of Queen's University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Doctor of Philosophy program in Applied Exercise Science at Queen's University be recommended by Council for funding eligibility.

Academic Advisory Committee
October 25, 1991

11. Queen's University, Ibid., Appendix 1.

12. Queen's University, Ibid., p. 9.

13. Queen's University, Ibid., See Table 1, Appendix 1.

Appendix G

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Arts in Russian and East European Studies (MA)
University of Toronto

New Graduate Program Considered
for Funding Eligibility

On April 1, 1991, the University of Toronto requested that Council consider the new Master of Arts program in Russian and East European Studies for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on September 18, 1990 this program passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, did not require any improvements.¹

2. Societal Need and Student Demand

Recent social, political and economic changes of a dramatic nature serve to underline the importance of providing the citizens of Ontario with the opportunity for advanced research and study of Russia and Eastern Europe. The University of Toronto indicates that the proposed program has two central objectives:

to enrich and broaden the base of knowledge of beginning graduate students considering eventual Ph.D. level study in an academic discipline with a specialization in the Russian and East European area; and to provide a rounded competence in Russian and East European affairs to individuals who will pursue professional, non-academic careers in areas such as government and diplomacy, journalism, business, and teaching.²

The proposed multidisciplinary program will provide students with an integrated understanding of the region and some graduates will continue their studies at the doctoral level in order to meet the increasing need for faculty renewal of the Russian and East European specialists who will retire over the 1995-2005 period.

Other graduates will meet needs in the public and private sectors for personnel who have a combination of language skills and a detailed knowledge of the economic, social, and cultural peculiarities of the region. By utilising the resources of the University of Toronto's Centre for Russian and East European Studies (CREES) as the academic home of this

1. Report of the Appraisals Committee Section II, to the Ontario Council on Graduate Studies, January 19, 1990.

2. University of Toronto, Russian and East European Studies, MA, April 1, 1991, p. 4.

program, graduates will be produced who will give Ontario and Canada an advantage as Russia and Eastern Europe become more open to cultural penetration and economic development.

The University of Toronto notes that the societal need for graduates with this expertise will be long-term. The University argues that East European countries will remain tied to Canada through immigration and will continue to provide opportunities for investment and trade. The University suggests that the capacity to monitor change in these societies, matching expertise to opportunity, will largely determine our society's success in the region in the future.³ This point is borne out by comments provided by the Canada-USSR⁴ Business Council which stated:

I...believe that the programme has the potential to produce graduates who would be qualified for potential employment in the area of Canada/USSR business relations. My assessment is based on the growth of business, trade and investment between Canada and the Soviet Union, and the prospects for expansion in the near future. Graduates of your program should be reaching the labour marketplace at the optimum time for consideration by Canadian firms engaged in ongoing business dealings with the USSR.⁵

Evidence of the societal need for program graduates was also provided by the Canadian Institute of International Affairs which stated:

Given the major changes that continue to occur in this region, it seems to me that the need for qualified specialists who speak the languages of Eastern Europe and understand the region's history, politics, and culture, has never been greater. Insofar as the proposed M.S. programme will help to prepare students not just for academic careers but also for work in public service, journalism, industry and commerce, it will be of particular value to Canada and Canadians.⁶

The Academic Advisory Committee notes that there is one other graduate program in this field in Canada, the MA program at Carleton University, offered by the Institute of Soviet and East European Studies. This is a one-year program, while the proposed program at the University of Toronto will take two years to complete. The two programs have somewhat different foci and are of sufficient distance from one another that, in the Committee's opinion, any duplication should be considered justifiable in light of the need for expertise in matters concerning developments in Russian and Eastern European affairs.

The University of Toronto plans to admit five students in the first year of the program's operation. In year two of operation, ten students will be admitted, which is the steady-state admission level. In year three of operation (tentatively 1994-95) the steady-state

3. University of Toronto, *Ibid.*, p. 7.

4. The Academic Advisory Committee notes that since the submission of this program, the terms "USSR" and "Soviet" are no longer relevant.

5. Letter from Mr. Lou Naumovski, Executive Director, Canada-USSR Business Council, to the Graduate Coordinator, Centre for Russian and East European Studies, University of Toronto, November 1, 1990.

6. Letter from Dr. David Stafford, Executive Director, Canadian Institute of International Affairs, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, October 22, 1991.

total enrolment level of 20 students in the program will be achieved.

The University expects student demand to be national in scope, and that most students applying to the program will have an undergraduate background in Social Science in the Russian and East European area, including History, Language, Literature and Culture courses. Data provided by the Canadian Association of Slavists indicate that the pool of undergraduate students from which the University of Toronto could potentially draw the projected ten students per year numbers approximately 13,500 students across Canada.⁷

The University has also indicated that it intends to advertise the program in the United States and overseas in an attempt to attract a small number of Visa students to the program.

Given the large pool of undergraduate students with backgrounds enabling them to apply to the program and the national reputation of the CREES, the University of Toronto does not expect to encounter any difficulty attracting enough students to meet its projected enrolment levels.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The Academic Advisory Committee notes that the Centre for Russian and East European Studies, where the program will be housed, has been a focus for Russian and East European studies at the University of Toronto, and a repository of expertise relied upon by the external community for the past twenty-five years.⁸

In its submission, the University of Toronto notes that:

The concept and role of graduate institutes and centres have been integral to the University of Toronto's mission for many years. One of the principal strengths of graduate institutes and centres is their ability to marshal resources of several departments in support of specific graduate programs. In the case of the M.A. program in Russian and Eastern European Studies the resources of as many as eight departments are available to it.⁹

The University of Toronto also notes that the establishment of this program will make more efficient use of existing capacity and increase the intellectual vitality of the Centre and the participating departments which will be providing the teaching resources. The University has the largest collection of Russian and East European specialists in the country. The library resources in this field are noted to be excellent.

The Centre is also closely associated with the Chairs of Ukrainian Studies, Estonian Studies and Hungarian Studies.

The CREES has received significant research funding from the Andrew Mellon Foundation since 1985.

Due to the considerable resource and corollary strengths which are already in place, the introduction of the program is not dependant upon a corridor shift, faculty renewal funding, or program adjustment funding. No capital funding is required. A Slavic/Eastern

7. University of Toronto, *Ibid.*, Table 2 and Table 3.

8. The University of Toronto notes that from time to time, CREES has provided service to, and trained staff for, agencies of the federal government. It has organized conferences on a wide range of topics and provided briefings for the news media.

9. University of Toronto, *Ibid.*, p. 1.

European Room in the Robarts Library and a satellite dish have been added from within the University's existing resources.¹⁰

The program was added to the University of Toronto's five-year graduate plan in 1986. The University indicates that this program was part of its round three corridor planning.

The Academic Advisory Committee is satisfied that the proposed MA program in Russian and East European Studies is consistent with the aims, objectives and existing strengths of the University of Toronto.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Master of Arts program in Russian and East European Studies at the University of Toronto be recommended by Council for funding eligibility.

Academic Advisory Committee
December 13, 1991

10. University of Toronto, Ibid.

Appendix H

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Doctor of Philosophy in Industrial Relations (PhD)
University of Toronto

New Graduate Program Considered
for Funding Eligibility

On March 22, 1991, the University of Toronto requested that Council reconsider the Doctor of Philosophy program in Industrial Relations for funding eligibility. This program was initially submitted for a recommendation regarding funding eligibility on June 15, 1987. At that time, the Academic Advisory Committee did not recommend that the program be approved for funding eligibility since the Council of Ontario Universities through the Ontario Council on Graduate Studies, had attached conditions related to improving the quality of the program to the academic quality appraisal which they had conducted. The Academic Advisory Committee's advice was accepted by the Ontario Council on University Affairs and the Minister and, therefore, the program was denied funding eligibility at that time.

When this program was resubmitted in 1991, Council, according to established procedures, referred the program to its Academic Advisory Committee. It was reviewed by the Committee in order to establish whether or not there was significant new information about the program, warranting a de novo reconsideration regarding funding eligibility. The Committee noted that the Ontario Council on Graduate Studies had conducted a periodic appraisal of the program and that it had been deemed to be of "Good Quality". The Committee, therefore, agreed to reconsider the program for funding eligibility.

The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on February 15, 1991 this program passed a periodic appraisal conducted by the Ontario Council on Graduate Studies (OCGS), and, at the time of appraisal, the program was deemed to be of "Good Quality", the highest quality classification granted by OCGS.

The Academic Advisory Committee is satisfied that the quality of the program is now consistent with the quality criterion established by Council.

2. Societal Need and Student Demand

The University of Toronto notes that the PhD in Industrial Relations is a research-oriented program of study designed to provide students with

a thorough background in the field of industrial relations and with research skills to enable them to proceed to careers in academic institutions or in research positions with governments or major organizations.¹

1. University of Toronto, School of Graduate Studies, Calendar 1991-92., p. 185.

The program is available only on a full-time basis and has a two-year residency requirement. Areas of course specialization include union-management relations, labour market and social policy, and human resource management and organizational behaviour.

The University of Toronto notes that this program was created in large part to meet the desires of the one to three graduates per year of its Master of Industrial Relations program who expressed a desire to obtain a PhD in Industrial Relations. Graduates of programs within the departments of Business, Sociology and Economics had also expressed interest in a doctoral program in industrial relations.

The University noted furthermore, that there was significant evidence of a large and growing demand from employers for graduates of such a program, particularly from other Canadian universities.

Evidence provided by the University of Toronto indicates that although there has been only one graduate, five doctoral students have obtained university teaching positions at universities located across Canada.² The University of Toronto has also received numerous unsolicited letters from other universities expressing interest in hiring program graduates. Such universities expressing interest in 1991 alone include the University of New Brunswick, Faculty of Administration; The University of Texas at Arlington, Department of Management; and California State University at Fresno, School of Business and Administrative Sciences.³

Examples of actual employment opportunities which exist for program graduates outside the university sector include Senior Research Officer, Ontario Public Service Employees' Union (OPSEU); Researcher, International Union of Operating Engineers, Toronto; Consultant, Ontario Workers' Compensation Board; and Fact-Finder Education Relations Commission, Ontario.⁴

Comments from the Canadian Industrial Relations Association indicate that there is a significant need for the graduates of the doctoral program in Industrial Relations as offered by the University of Toronto. The Association notes that this need is met in the "québécois market" but

[u]nfortunately, the same cannot be said for English Canada. Industrial Relations as a discipline can only be said to have entered the academy in the post-war period and has had to struggle to establish its place in a culture very much attuned to commercial and business demands, but strangely reluctant to recognize the centrality of industrial relations in the market workplace....let me assure you that ...[the]...calibre and integrity [of this program] is internationally recognized. The quality of its graduates is attested to by their immediate integration into the work of IR research and scholarship whether at the university, within the private sector or in government. The demand for graduates with the finely honed skills

2. Students have been hired in tenure track positions, or contract positions with possible tenure track "rollover" at the following universities: University of Victoria, University of Montreal, University of Saskatchewan, and Wilfrid Laurier University. University of Toronto, Response to OCUA request for Additional Information., November 18, 1991, p. 1.

3. University of Toronto, Ibid., Attachments.

4. These positions are actual positions held by students in the doctoral program in Industrial Relations at the University of Toronto, during summer sessions. Letter from the University of Toronto, to the Ontario Council on University Affairs, January 21, 1992.

for which the graduates of the CIR Doctoral Programme have come to have been recognized is an ever expanding one.⁵

The Academic Advisory Committee notes that this program is unique in Ontario. The only other available programs in Canada are offered in French at Laval University and the University of Montreal.

Students applying to this program require a Master of Industrial Relations degree or equivalent. The first three students were admitted to this program in 1987-88. The University has received an average of nine applications per year since 1988-89 and has admitted an average of three new students per year. The projected steady-state total enrolment level of 12 students was achieved in 1991-92. There has been one graduate of the program to date.⁶

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the PhD program in Industrial Relations at the University of Toronto.

3. Consistency with Aims, Objectives and Existing Strengths

The doctoral program in Industrial Relations is offered by the Centre for Industrial Relations which is home to the primary required and optional courses. There are currently 39 faculty affiliated with the Centre for Industrial Relations. Students take the balance of their courses from other departments and faculties.

Corollary program strengths exist in the departments of economics, sociology, business/management, political science, education, history, law, community health and social work to the doctoral level.

This program was originally included in the University's five-year graduate plan in 1983.

The Academic Advisory Committee is satisfied that the Doctor of Philosophy program in Industrial Relations is consistent with the aims, objectives and existing strengths of the University of Toronto.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Doctor of Philosophy program in Industrial Relations at the University of Toronto be recommended by Council for funding eligibility.

Academic Advisory Committee

January 24, 1992

5. Letter from Dr. Thomas S. Kuttner, President-Elect, Canadian Industrial Relations Association, to Dr. Jon Cohen, Dean, School of Graduate Studies, University of Toronto, January 20, 1992, pp. 1 - 2.

6. University of Toronto, Response to OCUA Request for Additional Information, December 2, 1991, Table 1 "University of Toronto, Centre for Industrial Relations, Ph.D. Industrial Relations".

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Doctor of Philosophy in
Sociocultural Kinesiology (PhD)
University of Western Ontario

New Graduate Program Considered
for Funding Eligibility

On July 19, 1991, the University of Western Ontario requested that Council consider the new Doctor of Philosophy program in Sociocultural Kinesiology for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on November 23, 1990 this program passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, did not require any improvements.

2. Societal Need and Student Demand

The PhD program in the sociocultural area of kinesiology focuses on the study of sport, exercise, physical activity, and dance from philosophical, historical and psychological perspectives.¹ The University of Western Ontario notes that the sociocultural area is at the core of the discipline of kinesiology. The proposed program complements and builds upon an existing PhD program in Kinesiology which focuses on the bioscience area of physical education/kinesiology emphasizing the Human Functional Response to Exercise.

The important roles that sport, exercise, physical activity and dance play in society are illustrated by the mass media's comprehensive coverage of professional and amateur sporting events from the local to international level, society's preoccupation with the ramifications of drug use for performance enhancement, interest in the role of physical activity in leisure and well-being, and efforts to document and preserve Canada's sporting heritage. Within the past three decades there has been a significant and sustained thrust in scholarly research and publication regarding the sociocultural aspects of kinesiology which has created a growing societal need for researchers and scholars in this field.

The significance of this field of research is reflected in the substantial research grants for projects dealing with issues such as sport and social policy, the role of government in sport and fitness, psychological skills development and other related areas, awarded in recent years by the Social Sciences and Humanities Research Council; the Fitness and Amateur Sport directorate including Sport Canada and the Canadian Fitness and Lifestyle Research Institute; and the Ontario Ministry of Tourism and Recreation.

1. University of Western Ontario, Application for Funding Approval for a Ph.D. Programme in the Sociocultural Area of Kinesiology at the University of Western Ontario, July 19, 1991, p. 1.

Professional associations and scientific journals such as the Canadian Journal of Sport History, the Journal of Philosophy of Sport, and the Journal of Sport and Exercise Psychology were founded in the 1970s to further the dissemination of scholarly research in this field of study.

The growth and predominance of the sociocultural area of kinesiology has led to an increased need for PhD graduates to fill positions in physical education/kinesiology departments across Canada. A survey of the Canadian Association of University Teachers Bulletin undertaken by the University of Western Ontario revealed that between 1987 and 1991 an average of five advertisements per year sought doctoral graduates with a background in sociocultural kinesiology.² Faculties reported difficulties in locating qualified applicants for these positions. The University of Western Ontario reported that two members of its Kinesiology faculty working in the sociocultural area were recently hired away by American universities unable to locate Americans qualified for the positions. The faculty shortage in this discipline is clearly being experienced across the continent.

The shortage of faculty in this area of expertise will be heightened between 1995 and 2005 due to the age structure of existing faculty. The University of Western Ontario has forecast that 45% of its current faculty will be retired by the year 2005. As current faculty retire, the demand for qualified replacements will increase even further.

Although program graduates are needed primarily within the academic context, they will also be qualified to fill positions within the public and private sector at the research and administrative level, within organizations such as the Department of Fitness and Amateur Sport, the Ministry of Tourism and Recreation, libraries, at academic presses, in archives, as Hall of Fame directors and as researchers in the media industry³. Graduates may also work as private consultants to sports teams and sport and recreational activity-related organizations.

This program would also meet a need for a doctoral program in this area. No doctoral programs in the sociocultural area of physical education/kinesiology currently exist in Ontario. Existing programs are located at the University of Alberta and in French at the University of Montreal.

The University of Western Ontario notes in its submission that between 1976 and 1988, 41.5% of the sociocultural MA graduates from its own faculty advanced to doctoral work. Since there are currently no doctoral programs in the sociocultural area of kinesiology in Ontario, these students either left Ontario to study or enrolled in another program area.⁴ Not surprisingly, a large proportion of the faculty members in Ontario and Canada have been trained at American universities. The proposed program will make it possible for Ontario scholars to remain in Ontario to undertake doctoral study in this field.

In addition to the student demand for the proposed doctoral program from Master's students at the University of Western Ontario, the University has been receiving approximately ten letters per year from prospective students interested in pursuing a doctoral degree in the sociocultural area.

2. University of Western Ontario, Ibid., p. 3.

3. These examples are drawn from actual examples of positions of which the University is aware, and that graduates would be qualified to fill. Letter from the University of Western Ontario to the Ontario Council on University Affairs, January 16, 1992.

4. The University of Western Ontario recognizes that the University of Waterloo currently offers a doctoral program in the area of kinesiology/physical education, however, notes that the University of Waterloo program is focused on the bioscience area with emphasis on biomechanics, physiology of exercise, and motor control.

During the first six months after the proposed program received OCGS approval, the University received six additional letters of inquiry and four completed applications to the program.

The University of Western Ontario indicates that it plans to maintain a steady-state admission level of two students per year to the program, beginning in Fall 1992. At this rate, the University expects to attain a projected steady-state enrolment level of six to eight students in year four of operation.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need, primarily a need within the discipline of kinesiology for additional faculty and research, and student demand for the proposed new area of study within the existing Kinesiology program at the University of Western Ontario.

3. Consistency with Aims, Objectives and Existing Strengths

The proposed program is built upon existing program strengths in Kinesiology at the Master's level since 1962 and the doctoral level since 1979. In the OCGS Periodic Appraisal conducted in 1984 and 1990, the MA and PhD programs were placed in the category of "Good Quality". Appraisers recommended that the doctoral program be expanded into the sociocultural area.⁵

This program has been included in the University's five-year graduate plan since 1989. The Faculty already consists of a strong complement of twelve individuals with acknowledged expertise in the sociocultural area, a number of whom have national or international reputations.

The proposed field of study will draw on the support of a number of established research centres, including the Center for Olympic Studies and associated journal *Olympika*, and the Center for Activity and Aging as well as numerous departments including the Departments of Psychology, History and Philosophy.

The proposed new area of study will be mounted within existing resources, and no additional funding needs have been noted.

The Academic Advisory Committee is satisfied that the Doctor of Philosophy program in Sociocultural Kinesiology is consistent with the aims, objectives and existing strengths of the University of Western Ontario.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Doctor of Philosophy program in Sociocultural Kinesiology at the University of Western Ontario be recommended by Council for funding eligibility.

Academic Advisory Committee

October 25, 1991

5. University of Western Ontario, *Ibid.*, p. 6.

Appendix J

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Arts and Doctor of Philosophy in
Women's Studies (MA and PhD)
York University

New Graduate Programs Considered
for Funding Eligibility

On July 31, 1991, York University requested that Council consider the new Master of Arts and Doctor of Philosophy programs in Women's Studies for funding eligibility. Council, according to established procedures, referred these programs to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on June 14, 1991 these programs passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, did not require any improvements.

2. Societal Need and Student Demand

The MA and PhD programs in Women's Studies have been proposed in order to achieve multiple objectives including: unification, systematization, and deepening of a knowledge base which is currently widely dispersed and constrained by separate disciplinary frameworks and their preferred methodologies; acknowledgement of a new branch of knowledge which is focused on gender and can establish a research agenda and seek research funds as a body of knowledge in its own right; and to define Women's Studies as a field of study and to strengthen its unique perspective and methodologies.¹ York University argues that these programs will, in many cases, rationalize for the student and for the system, Women's Studies courses and individually developed programs of study which were previously inextricably bound with "irreleva[nt]... disciplinary requirements".²

York University indicates that, underlying the establishment of these programs the "guiding principle is the creation of a learning environment designed to maximize the participation of women as far as is feasible."³

York University also notes that the proposed programs reflect "a mission- or action-oriented approach to the utilization of knowledge" and that "the traditional distinction

1. York University, Faculty of Graduate Studies, Request for Formula Funding M.A. and Ph.D. Programme in Women's Studies., July 31, 1991, p. 2.

2. York University, Ibid., p. 3.

3. York University, Ibid., p. 3.

between basic and applied knowledge is replaced here by a continuum."⁴

The proposed programs will meet a need for academics familiar with the body of knowledge pertaining to Women's Studies and trained in the critical techniques and new methodologies associated with the assessment of research and the generation of new knowledge, respectively.⁵ This need has been stimulated by the explosive growth of Women's Studies courses and programs at the undergraduate level. York University, citing the 1989 Council of Ontario Universities (COU) report Women's Studies Programmes in Ontario Universities, noted that over 500 post-secondary institutions in the United States have developed Women's Studies undergraduate programs, and that there are 25 undergraduate programs in Canada, of which fourteen are within the Ontario university system.⁶

Derived from statistics about the growth in undergraduate enrolments in its own Women's Studies major program, York University notes that there has been an increase of 195% in the number of students enrolled between the years 1985 and 1990 (increasing from 55 to 162 students over that period). All indications suggest that the growing need for additional, qualified faculty in this field is extensive and long-term both for Women's Studies programs and in traditional disciplines where Women's Studies courses are taught.

A survey of the CAUT Bulletin, undertaken by York University for the years between 1982 and 1986, revealed 56 positions requiring a Women's Studies background. A subsequent review in 1990-91 revealed advertisements for 12 tenure track positions requiring PhD's to teach Women's Studies, and 44 other positions advertising for PhD's with research and teaching competence in women's studies or gender issues.⁷

Societal need for program graduates will also increase due to the pending faculty retirements clustered around the year 2007, which will impact on the faculty complement in all Ontario university programs.

A number of organizations, including COU Status of Women Committee (1989), the authors of *MisEducation: Women & Canadian Universities*, Dagg and Thompson (1988), the American Council on Education, the 1985 Conference on Women's Studies in Canada, the Royal Society of Canada, and the AUCC Commission of Inquiry on Canadian University Education all identified a need for the introduction of graduate programs in women's studies. The following citation from the COU report speaks directly to the Canadian situation in this regard:

Like undergraduate programmes, graduate Women's Studies programmes in Canada seem to be emerging from interdisciplinary programmes. Although there are few formal graduate programmes in Women's studies, the survey of graduate theses indicates a burgeoning interest in Women's Studies and feminist scholarship. It is hoped that this growth will help address the need for Women's Studies at the graduate level and produce qualified faculty for university Women's Studies Programmes.⁸

4. York University, Ibid., pp. 6 - 7.

5. York University, Ibid., pp. 4 - 5.

6. York University, Ibid., p. 5.

7. York University, Ibid., p. 6.

8. Council of Ontario Universities, Women's studies Programmes in Ontario Universities, cited by York University, Ibid., p. 7.

During the 1985 conference on "Women's Studies in Canada: Researching Publishing and Teaching" it was noted that:

Very few of us teaching women's studies core programmes have degrees in women's studies - they did not exist when we went to school. But soon there will be an expectation of this kind of interdisciplinary specialization; and if we don't get busy and offer graduate programmes in Canada, we will once more be importing our faculty from the United States and elsewhere.⁹

York University further argues that the existence of graduate programs in Women's Studies will facilitate the creation of a learning environment within the university which is sensitive to the needs of women, is responsive to the conditions of women's lives, mitigates against factors that make the university a "chilly climate" for women, particularly at the graduate level and which will promote educational equity.¹⁰

York University notes that additional societal need for these programs has resulted from public sector initiatives, specifically federal and provincial government agencies whose clients are women. There is also a demand from the private sector, which targets its goods and services increasingly toward women. Lastly, there is a demand for women's studies expertise from within the professions such as law, medicine, psychiatry, and social work, and the universities wherein an interest in gender and equity issues is on the increase. A number of letters attesting to the societal need for these programs and their graduates within the public and private sectors were reviewed by the Committee. These letters came from a diverse group of organizations and firms including The George Hull Centre, the Children's Aid Society, the Toronto Public Library, the Regional Women's Health Centre of Toronto, Second Story Press, Ontario Hydro, other Ontario universities offering undergraduate programs in women's studies, the Municipality of Metropolitan Toronto, and the Mary Centre of the Archdiocese of Toronto. Many organizations noted that their employees would be very interested in pursuing these programs or that they would be interested in hiring program graduates. The proposed programs were supported by the Canadian Association of Women's Studies which noted:

There is the need to produce practising scholars to further develop Women's Studies as an interdisciplinary program in the universities...the need for disciplined and critical researchers to develop local, national and global perspectives on women are essential to social progress.

External to the university there are other concerns. Graduates from women's studies programs will find a place in the business world. Both government and industry are availing themselves of the skills and abilities of women's studies graduates in the areas of pay equity, employment equity, human rights policy development, personnel management, and workplace health. Graduate programs in Women's Studies would produce skilled researchers, social analysts, social critics and writers, politicians, health care professionals...¹¹

9. Professor Vellacott, quoted by York University, *Ibid.*, p. 9.

10. York University, *Ibid.*, p. 9.

11. Letter from Dr. Sandi Kirby, Immediate past President of the Canadian Women's Studies Association, to Dean Pyke, Faculty of Graduate Studies, York University, June 19, 1991, p. 2.

The Academic Advisory Committee also reviewed documentation from the York University Graduate Students' Association which indicated that the Association fully supported the proposed programs.

York University expects to admit 12 master's students (6 full-time and 6 part-time) and 6 doctoral students (3 full-time and 3 part-time) in the first year of operation for a total of 18 students in the program. These enrolment projections gradually increase to a steady-state total enrolment of 70 students in year five of operation (1996-97). At this time it is anticipated that the program will contain 40 master's students (16 full-time and 24 part-time) and 30 doctoral students (17 full-time and 13 part-time).¹² The part-time format will enable many potential students who are currently employed, to pursue higher education in this field without jeopardizing their careers.

In light of the fact that there is only one other master's-level program in Women's Studies in Canada, available at Simon Fraser University, and that the doctoral program would be unique in Canada, the University does not anticipate any shortage of qualified applicants for the program. Demand is projected to be long-term, well in excess of capacity and is expected to be national and probably also international in scope.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed programs.

3. Consistency with Aims, Objectives and Existing Strengths

The Academic Advisory Committee accepts that the introduction of graduate programs in Women's Studies is central to the mission of York University and consistent with many University objectives as articulated in the University Academic Plan. In particular, these programs are consistent with York University's commitment to interdisciplinary teaching and research.

The proposed MA and PhD programs are based on existing strength at the undergraduate level, where programs are available ranging from certificates to the specialized honours degree level at Glendon and Atkinson colleges.

The proposed programs have been included in the University's five-year graduate plan since 1989 and were included in the University's round three corridor submission.

The University has had an Advisor to the University on the Status of Women for the past 20 years, as well as numerous active committees on women, including a Task Force on the Status of Women Graduate Students. York University publishes the Canadian Women's Studies Journal, and York faculty were responsible for the founding of the journals Tessera and Women and Environment. The program will also benefit from the recently established bilingual Centre for Feminist Research, as well as from the well established Institute for Social Research, and the La Marsh Research Programme on Violence and Conflict Resolution.

The necessary faculty and library resources needed to offer the programs are already in place. York University notes that, in addition to an excellent collection of library resources pertaining to women's studies issues, it has obtained a special women's studies library, known as the Nellie Langford Rowell Library, which will provide graduate students with opportunities for research and work with original documents and materials associated with the mid- and late twentieth century women's movements in Canada.

The Academic Advisory Committee is satisfied that the Master of Arts and Doctor of Philosophy programs in Women's Studies is consistent with the aims, objectives and existing strengths of York University.

12. York University, *Ibid.*, p. 13.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Master of Arts and Doctor of Philosophy programs in Women's Studies at York University be recommended by Council for funding eligibility.

Academic Advisory Committee

November 15, 1991

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Doctor of Philosophy in
Environmental Studies (PhD)
York University

New Graduate Program Considered
for Funding Eligibility

On July 31, 1991, York University requested that Council consider the new Doctor of Philosophy program in Environmental Studies for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that on October 22, 1990, this program passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, did not require any improvements.

2. Societal Need and Student Demand

The proposed doctoral program in Environmental Studies will be based on a system that allows for individual self-directed learning. The program will offer two fields of specialization: Nature, Culture and Society, which will involve research into issues such as the role of values in human judgements on environmental affairs, the philosophy of environmentalism, the setting of environmental agendas, politics and the natural environment, and environmental learning and education. The second specialization, "Environments, Institutions, and Interventions", focuses on the relationship between human institutions and the social and cultural construction of human environments. Research in this field tends to emphasize environmental management, evaluation studies, planning, studies of human habitation, and organizational change.¹ Students are expected to undertake critical research into a wide variety of problematic issues of direct relevance to long-term societal questions related to the environment.

The program will produce graduates with the necessary qualifications to replace the significant number of retiring professoriate in this field within the Ontario university system.² Additional professors will also be required as a consequence of increasing student enrolments in existing programs and the establishment of new programs.

The program will also produce graduates in great demand by government and the private sector. Graduates will meet a vital societal need for environmental educators (outside

1. York University, Faculty of Graduate Studies, Request for Formula Funding, Ph.D. Programme in Environmental Studies, July 31, 1991, p. 3.

2. York University notes that by the year 2004, approximately half of the current Ontario faculty members in the field of environmental studies will be of retirement age, Ibid., p. 12.

the university), activists and practitioners. For example, comments provided by the Ontario Institute for Studies in Education indicated:

At OISE we have experienced a great interest from the school systems to have Doctoral level personnel with environmental expertise. Environmental issues are ...[of]...such importance that it is conceivable that most school boards in Ontario will be seeking such competence over the next years.³

The Committee reviewed letters from a variety of sources, all of which substantiated the need for the proposed program. Comments such as the following typify the characterization of the societal need for program graduates that these letters expressed:

The importance of environmental issues is now appreciated broadly through our society. It is now realized that such issues are not a narrow special interest, some form of nature appreciation, but rather fundamental determinants of how society acts today and of its possibilities for tomorrow. Environmental issues, quite rightly, have come to the top of political agendas everywhere. The demand for environmental expertise is ever growing.⁴

More specific needs were identified by the Canadian Urban Institute, which noted:

In an era when environmental issues have moved up to the top of the public priority list and when "think globally, act locally" has become an accepted guideline, urban policy cannot be conceived of in the absence of an environmental context. This will undoubtedly mean that governments at all levels as well as private and non-governmental agencies concerned with urban issues will need expert advice of the type graduates of the program should be able to provide. There will also be a demand in the larger municipalities for expert staff who combine a knowledge of urban, regional and environmental issues. The FES is one of the very few institutions in this country that can meet those growing needs.⁵

The Academic Advisory Committee reviewed a significant number of letters written in support of the need for graduates of this program. The program was endorsed by organizations such as the Canadian International Development Agency; the Royal Commission on the Future of the Toronto Waterfront; Ontario Hydro; Ryerson Polytechnical Institute - School of Urban and Regional Planning; the International Development Research Centre; Dalhousie University - School for Resource and Environmental Studies; Ontario Ministry of Treasury and Economics (Economy-Environment Unit); The J.W. McConnell Family Foundation; Education for a Global Perspective; The Institute for Research on Public Policy; and the Environmental Studies Students' Association of York University.

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3. Letter from Dr. Budd L. Hall, Associate Professor, OISE, to Professor Edward S. Spence, Dean, Faculty of Environmental Studies, York University, July 9, 1991.
 4. Letter from Professor John Middleton, Director, Institute of Urban and Environmental Studies, Brock University, to Dr. E. Spence, Dean, Faculty of Environmental Studies, York University, July 5, 1991.
 5. Letter from Mr. Don Stevenson, Consulting Associate, Canadian Urban Institute, to Dr. Edward S. Spence, Dean, Faculty of Environmental Studies, York University, July 2, 1991.

The Committee is convinced that the need for graduates of such a program is reinforced by the overall indications of the long-term nature of the environmental problems facing us on a local, regional, provincial, national and international scale. As York University argues "No authority can be found that believes that a definitive resolution of environmental issues is likely in the short-term."⁶

With regard to student demand, York University notes that demand for environmental programs in Ontario universities has increased faster than any other subject area, with the Ontario University Admissions Centre reporting an increase of 60% in such applications for 1991-92 over the previous year.⁷ In the first year of operation of its Bachelor of Environmental Studies program, York University received over 490 applications for 80 places. The University of Waterloo noted an increase of over 100% in the number of applications it has received to its environmental programs since 1986. The Committee reviewed additional data provided by York University which suggests that student interest in environmental courses and programs is widespread and increasing across the university system.

York University also noted that of the 88 graduates of its MES program to 1988 who pursued a PhD program, over 40% went outside Ontario and of the remaining 60% a significant number entered doctoral programmes which they felt did not directly fit their needs and interests on graduating at the Masters level.⁸

The University projects a steady-state admission level of seven doctoral students per year. A steady-state total enrolment projection of 25 doctoral students would be achieved in year four of operation.

The University received 447 requests for information about the program and 56 completed applications by the 1991 application deadline, all from qualified applicants.

Student demand is expected to originate from a wide variety of sources. The master's programs from which the first cohort of qualified applicants originated included York University's MES program (16), other York University programs (8), other Ontario universities (17), other Canadian universities (3), and from outside Canada (12).⁹ Students' backgrounds included degrees in biology, business administration, civil engineering, education, geography, health sciences, interdisciplinary studies, law, psychology, sociology, theology, and urban and regional planning. The first seven candidates entered the program in September 1991.

This would be the first doctoral program in Environmental Studies in Canada and will follow in the tradition of the existing Environmental Studies programs at York University by utilizing its distinctive educational philosophy and transdisciplinary approach.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The Academic Advisory Committee notes that the proposed program is consistent with York University's mission, as set out in the University's Academic Plan.

6. York University, *Ibid.*, p. 9.

7. York University, *Ibid.*, p. 10.

8. York University, *Ibid.*, pp. 14 - 15.

9. York University, *Ibid.*, p. 14.

York University initiated its Master in Environmental Studies (MES) program in 1969 and to date there have been over 1400 graduates. With approximately 350 current students, this program is the largest graduate program in Environmental Studies in Canada. In September of 1991, York launched a Bachelor of Environmental Studies (BES) program which will have an eventual steady-state enrolment of 250 undergraduate students.

The University has an established group of faculty members and an established academic framework from which to offer the proposed doctoral program. The addition of six new teaching staff to the faculty complement in the Faculty of Environmental Studies over the next four years has been approved by the University. The Committee notes that faculty have attracted a significant amount of external funding support over the recent past, with the 1990-91 level reaching \$1,722,940. The library resources necessary to offer the program are already in place.

Organized research units on which the program may draw include the Centre for Research in Latin America and the Caribbean, the Institute for Social Research, the Centre for International and Strategic Studies, the Centre for Research on Public Law and Public Policy, the Joint Centre for Asia-Pacific Studies, the Ontario Centre for International Business, the Robarts Centre for Canadian Studies, and the York Centre for Health Studies.¹⁰

The program has been included in the University's five-year graduate plan since 1989 and in the round three corridor planning submission.

The Academic Advisory Committee is satisfied that the Doctor of Philosophy program in Environmental Studies is consistent with the aims, objectives and existing strengths of York University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, *recommends to the Ontario Council on University Affairs that:*

enrolment in the Doctor of Philosophy program in Environmental Studies at York University be recommended by Council for funding eligibility.

Academic Advisory Committee
November 15, 1991

10. York University, Ibid., p. 18.

91-XII The Allocation of the Government's Operating Support for the University System in 1992-93

The Minister of Colleges and Universities informed Council on January 22, 1992 that for 1992-93 a total of \$1,972.250 million in operating grants will be made available for the university system. Of this amount, Council is to advise on the allocation of \$1,938.623 million to provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College. The remaining operating grants are withheld for allocation in the following manner:

- (i) \$11.127 million for faculty renewal; and,
- (ii) \$22.5 million to be retained by the Ministry of Colleges and Universities for special purpose grants.¹

The Minister's letter reiterated his earlier announcement that since the Program Adjustments Envelope was discontinued in 1991-92, pursuant to the Minister's October announcement,² no funds are to be allocated for Program Adjustments in 1992-93. Moreover the Minister stated that "...no funds should be allocated to strategic program corridor adjustments for 1992-93." The Minister also announced that formula fee rates for all students will increase by 7% in 1992-93. This policy applies to both domestic and visa students.

In its funding advice to Government for the 1992-93 fiscal year Council recommended that the operating grants available to cover the costs of Council's basic funding objectives be increased by 6.2% in 1992-93.³ At that time, Council also recommended an additional 2.5% funding enrichment as the first stage in a seven-year program to address specific quality enhancement initiatives. Council also identified incremental funding of \$45.2 million that would be required as a critical first-year step towards funding enrolment growth beyond the new corridor levels allocated in the 1989-90 Corridor Negotiations process. This amount was based on estimates of flow-through that now look to be too conservative. For 1991-92, system-level growth in first-year intake remained strong and retention increased.

In Council's original advice to Government on the 1989-90 Corridor Negotiations, which Government accepted, Council identified a trigger mechanism to maintain funding support for future accessibility needs beyond the new upper corridor limit. In that advice Council recommended:

Government's share of short-term accessibility needs should be the funding of system enrolment increases beyond the 3% level. Government should provide full average revenue or average Base BOI/ Base BIU funding for all slip-year

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1. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, January 22, 1992.
 2. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, October 11, 1991.
 3. Ontario Council on University Affairs, Advisory Memorandum 91-II, Government Support of the University System in 1992-93. Council's recommended 6.2% increase covered the costs of basic funding objectives excluding funding for Faculty Renewal, Ministry special purpose grants, the final year of Accessibility Funding Phase-Out and Corridor Shift Funding.

BIUs greater than 3% above system Base BIUs. Institution's shares of these funds will be based on the number of slip-year BIUs above their corridor. This increase in funding could be less than full average revenue funding if institutions' enrolment increases which brought about the system-level increase varied substantially among institutions.⁴

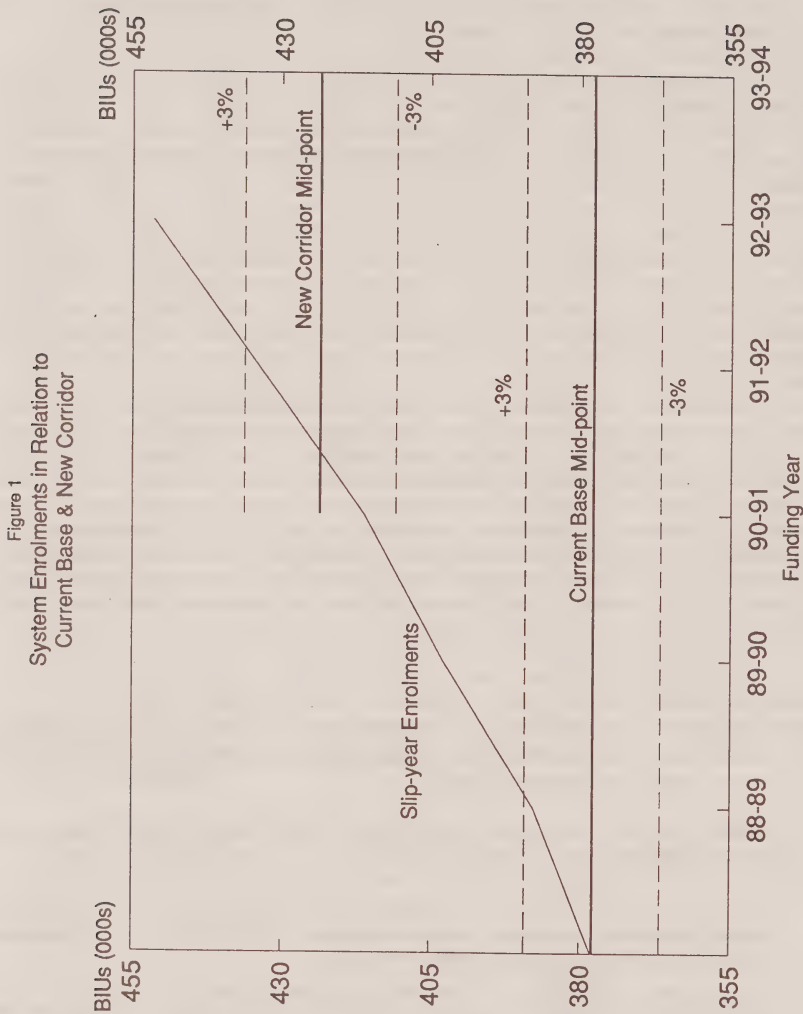
The trigger mechanism of slip-year enrolments beyond the +3% level has been vastly exceeded for the 1992-93 funding year.

For the 1992-93 funding year, slip-year enrolments are those enrolments in 1991-92. System-level enrolments in 1991-92 are 451,480 BIUs,⁵ 27,950 BIUs above the new corridor mid-point of 423,530 BIUs and 15,244 BIUs over the top of the new corridor. Figure 1 illustrates slip-year enrolments in relationship to the current base and new corridor. Funding the 15,244 BIUs above the upper limit of the new corridor at 1992-93 average rates of Base BOI (Basic Operating Income which is comprised of Formula grants and formula fees) would require \$83.1 million in BOI, of which the cost to Government would be \$67.9 million in grants.⁶ Funding all of those enrolments that are above the new corridor mid-point, (i.e. including the 12,706 additional BIUs in the 3% upper band of the new corridor would require a total of \$152.4 million in BOI, of which the cost to Government would be \$124.5 million.

The university system has responded well to accessibility pressures that have gained momentum in recent years. System-level enrolment increases for the past few years are: 3.3% in 1989-90, 4.3% in 1990-91, 4.1% in 1991-92 (see Figure 1) and a cumulative 20% or over 42,000 FTE students since 1986-87, the beginning of the period of rapid enrolment growth.

Almost all of the institutions have achieved enrolments associated with their new corridor mid-points. A few institutions have applied for and received the protection of their new corridor. These institutions are the University of Guelph⁷, the University of Waterloo⁸ and the University of Toronto.⁹ In order for the university system to maintain a commitment to accessibility the Government must acknowledge its financial obligation to preserve this policy.

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4. Ontario Council on University Affairs, "Advisory Memorandum 89-II, Modification of the Operating Grants Formula", Sixteenth Annual Report 1989-90, p. 114.
 5. Based on estimates of winter-term enrolments, Corporate Planning Services, Ministry of Colleges and Universities, USIS-UAR Report, February 19, 1992.
 6. The average rate of Base BOI for 1992-93 is \$5,453 per current Base BIU. For the BIUs that are being funded in transition to new corridors the average rate of transition BOI in 1992-93 is \$4,833 per incremental eligible moving-average or new corridor BIU (45,495 BIUs).
 7. Letter from B.J. Shapiro, Deputy Minister, Ministry of Colleges and Universities to Dr. B. Segal, President and Vice-Chancellor, University of Guelph, July 11, 1991.
 8. Letter from B.J. Mackay, Director, University Relations Branch, Ministry of Colleges and Universities, to Mr. R. D. Truman, Director, Operations Analysis, University of Waterloo, July 11, 1991.
 9. Letter from B.J. Mackay, Director, University Relations Branch, Ministry of Colleges and Universities to Dr. D. Lang, Assistant Vice-President (Planning) and University Registrar, University of Toronto, July 11, 1991.



The total operating funds of \$1,972.250 million made available by Government in 1992-93 represents a 1% increase¹⁰ over the announced 1991-92 levels of funding prior to the October, 1991 in-year cuts. This increase falls significantly short of the basic needs identified in Council's 1992-93 funding advice. Council acknowledges the impact that the deepening recession has had on Government revenues. Council also notes that the Treasurer reiterated his 1991-92 Budget commitment to "fighting the recession, promoting economic renewal and preserving the quality of life in our communities through social justice and good public services"¹¹ in the recently released Ontario Fiscal Outlook. Council hopes that when the economy shows improvement that Government operating support to the universities will reflect this commitment.

In the following sections Council presents Government with its advice on the distribution of the \$1,938.623 million available for Council's recommendations¹² in four broad categories: the Extra-Formula grants, Other grants, Transition funding associated with the final year phase-out of accessibility funding and corridor adjustment, and Formula grants.

The first category, which begins the memorandum, details the Extra-Formula grants. These grants are comprised of the mission-related and institution-specific envelopes for the distribution of the Differentiation grant to Trent University, Northern Ontario grants (Operations and Mission grants), the Research Overheads/Infrastructure envelope, the Extraordinary grant for Algoma College and Bilingualism grants.

Council continues to provide advice on the size of the Bilingualism grant, pursuant to the guidelines contained in the Minister's recent letter to the Advisory Committee on Francophone Affairs (ACFA), which elucidated ACFA's role in university matters and OCUA's role as it relates to the Bilingualism envelope. With respect to ACFA's role the Minister's letter stated that:

In general, ACFA should assess the extent to which the bilingualism grants envelope, and the start-up and development and maintenance grants contribute to the development of a complete range of French language programs and services at the university level. However, this does not preclude ACFA from advising on any other aspect of the funding of French language programming in the universities.

Moreover, ACFA should also provide advice on the implementation of initiatives under the multi-year framework, such as assistance to students studying in

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10. The announced 1% increase in total operating support available to the universities for 1992-93 is based on the 1991-92 pre-cut base, that is, the amount allocated in Council's estimates in Table 2 of Advisory Memorandum 91-I, The Allocation of the Government's Operating Support for the University System in 1991-92. In October, 1991 the Honourable Richard Allen, Minister of Colleges and Universities, announced in-year cuts which amounted to a reduction of \$9,162,569 or 0.5% to the 1991-92 formula grants (\$8,347,195) and a 0.5% reduction to the 1991-92 transition and accessibility funding.
 11. The Honourable Floyd Laughren, Treasurer of Ontario and Minister of Economics, Ontario Fiscal Outlook - Meeting the Challenges, January 1992, p.2.
 12. The 1992-93 amount available for Council's allocation increased by \$25.77 million to \$1,938.623 million or by 1.35% when compared to the amount available for Council to allocate in 1991-92. The percentage increase in funds available for Council's allocation is larger than the announced percentage increase in total operating grants since the phased-out program adjustments funds and freed-up faculty renewal funds are included in the \$1,938.623 million.

disciplines with a shortage of francophone graduates in Ontario. The committee should also suggest new initiatives, if needed.¹³

With respect to OCUA's role as it relates to the Bilingualism envelope the Minister stated:

...the Ontario Council on University Affairs will be advising, on an annual basis, on the amount of the total envelope within the process of apportioning special grants and basic grants. It will also be giving advice on apportioning the bilingualism grants among the bilingual institutions for fiscal year 1992-93.¹⁴

In Section 2, Council makes recommendations on the allocation of other operating grants which include the International Graduate Student Differential Fee Waivers and Enhanced Access for Disabled Students. Council's recommendations on the allocation of the transition funding made available to support upward corridor shifts and the flow-through of accessibility enrolment in 1992-93 can be found in Section 3. Section 4 contains Council's recommendations for the Formula Grants Envelope which represents 87.0% of the total allocation and the contingency provision.

The following points summarize the factors that Council has considered and the recommendations that Council makes in its 1992-93 allocative advice to Government:

- The Minister requested that in recommending on the 1992-93 allocations that the "council balance the need for stability in institutional grants with the need to reflect enrolment pressures."¹⁵
- Because of the unusual circumstances pertaining to the low overall increase in operating support to the universities Council sought, at the Minister's request, institutional input on the 1992-93 allocative advice. A majority of the institutions responding supported the continuation of normal grant procedures in 1992-93 especially with respect to funding incremental corridor transition BIUs. Others favoured providing the maximum possible support for formula grants.
- The implementation of normal grant procedures would have resulted in significantly disparate increases between the largest envelopes. The application of normal grant procedures results in an increase to accessibility and transition funding of 13.4% and a balance of funds to be distributed to formula grants that would result in an increase of only 0.2%. In short, in a year when the announced operating grant increase is 1% there is not enough incremental operating funds available for 1992-93 to address fully transition grant requirements without seriously eroding base funding. Furthermore, the application of a 0.2% increase in Formula grants results in formula grant income loss compared to the allocated 1991-92 Formula grant levels for several institutions with program mixes which result in low average BIU weighting per FTE (high fee per BIU). This occurs because of the wide spread between the grant increase and the 7% formula fee increase.

13. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Ms. Dyane Adam, Chair, Advisory Committee on Francophone Affairs, January 9, 1992, p.1.

14. *Ibid*, p. 1.

15. Letter, *op cit.*, January 22, 1992, p. 3.

- Council's first commitment is to funding transition in a manner that does not result in the dislocations noted above. Council recommends that a procedure be implemented in 1992-93 that allows Government to deliver on the current and future year transition commitments in a more manageable manner. This smoothing procedure minimizes the inter-year variation in increases to incremental transition funding for the remainder of the transition funding period. The application of this procedure in future transition funding years will ensure that in 1996-97 the transition BIUs reflect current year rates of base funding.
- The smoothing methodology for the transitions grants envelope which is recommended by Council for 1992-93 frees up sufficient funds to accommodate a 0.9% increase in Formula grants and those Extra-Formula grants that vary with the Formula grant increase. This approach achieves the most equitable outcome in terms of the final institutional grant increases when compared to the alternatives put forth in the responses to Council's request for input on the 1992-93 allocation procedures.

1.0 Extra-Formula grants

1.1 Mission-Related Institution-Specific Funding Envelopes

1.1.1 Differentiation Grants

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so.¹⁶ Trent University is the only institution to have received a differentiation grant.

In 1989 Council initiated a thorough review to identify and estimate the incremental cost of Trent's differentiation. The results of this review are outlined in Advisory Memorandum 89-IV, Trent University Differentiation Grant Review.¹⁷ Based on the findings of the study and consistent with the recommendation of that memorandum, Council recommends that the level of the differentiation grant should be increased by 0.9% in 1992-93.

Accordingly, Council *recommends to the Minister:*

OCUA 91-65

DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1992-93

THAT a differentiation grant of \$1,789,000 be made to Trent University in 1992-93.

1.1.2 Northern Ontario Grants

In Advisory Memorandum 88-III Northern Ontario Grants Review, Council reviewed the calculation of the Northern Ontario grants. This review focused on identifying two types

16. Ontario Council on University Affairs, "Advisory Memorandum 80-VI, The Allocation of the Government's Operating Support for the University System in 1981-82", Seventh Annual Report 1980-81, pp. 131-132.

17. Ontario Council on University Affairs, "Advisory Memorandum 89-IV, Trent University Differentiation Grant Review", Sixteenth Annual Report 1989-90, pp. 141-146.

of costs of Northern institutions: the costs of operating "in the North"; and the costs of providing services "for the North". Council confirmed the existing funding procedures and identified two types of grants which should continue in the future: Northern Ontario Operations grants and Northern Ontario Mission grants.

1.1.2.1 Northern Ontario Operations Grants

The findings of Council's Northern Ontario grants review suggested that the grant levels generated by the "mini-formulae" outlined in Advisory Memorandum 75-VII closely approximated the incremental costs of institutions operating in the North. This formula was modified slightly in Advisory Memorandum 88-III to recognize the impact of the corridor funding system. Pursuant to the recommendations contained in Advisory Memorandum 88-III,¹⁸ the values of the Northern Ontario Operations grants for Lakehead University and Laurentian universities and affiliated colleges are calculated according to the "mini-formulae" outlined in that advice.

The application of this "mini-formulae" in 1992-93 results in a \$0.642 million (7.8%) increase in Northern Operations grants over the level that Council recommended in 1991-92. At that rate of increase the growth in the funds allocated to this envelope would exceed the rate of increase in any of the other envelopes and would amplify the variations in total final grants allocated in 1992-93 between institutions.¹⁹ Therefore Council recommends for 1992-93 that the "mini-formulae" be adjusted so that a dollar increment of \$0.323 million, which is equal to approximately half the dollar increment resulting from the application of the "mini-formulae", be provided to Northern Operations grants in 1992-93. This results in half of the 1992-93 "mini-formulae" increment being deferred to 1993-94. Based on the Minister's announcement that the 1993-94 operating grant increase to universities will be 2.0% from the announced 1992-93 level, it appears that this 1992-93 deferment can be flowed through in 1993-94. Ultimately the achievability of Council's objective to reinstate increases to this grant that reflect increases in slip-year BOI is tied to the overall increase in operating funds that is made available in future years to meet the outstanding commitments in all of the envelopes.

Accordingly, Council *recommends to the Minister:*

OCUA 91-66

NORTHERN ONTARIO OPERATIONS GRANTS 1992-93

THAT Northern Ontario operations grants in 1992-93 be made in the following amounts:

Lakehead	\$3,612,000
Laurentian	3,483,000
Algoma	276,000
Laurentian (Algoma)	84,000
Nipissing	670,000

18. Ontario Council on University Affairs, "Advisory Memorandum 88-III, Northern Ontario Grants Review", Fifteenth Annual Report 1988-89, pp. 53-66.

19. A 7.8% increase in Northern Operations Grants in 1992-93 would require a dollar increment of \$0.642 million to the total envelope or 2.5% of the additional \$25.77 million in operating funds available for allocation.

Laurentian (Nipissing)	172,000
Hearst	141,000
Laurentian (Hearst)	95,000

1.1.2.2 Northern Ontario Mission Grants

The existing allocation procedures for the Northern Ontario Mission grants were established in Advisory Memorandum 88-III. In that advice, Council stated:

...Council now believes that the special Northern Ontario grant for activities "for the North" should be divided among the institutions by using the same proportions as calculated for the Northern Ontario Operations grants. While not requiring a competitive challenge fund for distribution, these grants should not be considered block grants to be used for normal operating expenditures. The planned and actual expenditure of these grants should be monitored to ensure that these funds are used for mission-related activities.²⁰

Council indicated in Advisory Memorandum 87-XIII²¹ that before increasing the size of the total grants available for Northern Ontario Mission grants from the initial \$3 million it was important for institutions to demonstrate the value or effectiveness of the projects undertaken in meeting the mission of being institutions "for the North".

In Advisory Memorandum 88-III Council recommended that the Northern Ontario Mission Grants envelope be reviewed at the end of four years, that is, in fiscal 1992-93. Council has received institutional submissions in compliance with the reporting procedures for these grants as set out in Advisory Memorandum 88-III. However Council requires more information than is contained in these submissions. Council will be proceeding with a review of Northern Ontario Missions grants in 1992-93 and will be contacting the institutions for additional information upon which to conduct the required review.

In the interim Council regards it as appropriate to maintain the Northern Ontario Missions grants at the initial level of \$3 million until this evaluation, as outlined in Advisory Memorandum 88-III, is completed. In this memorandum, Council therefore recommends that an amount of \$3 million in Northern Ontario Mission grants be distributed to Northern institutions in the same proportions as determined for the Northern Ontario Operations grants.

Accordingly, Council *recommends to the Minister:*

OCUA 91-67

NORTHERN ONTARIO MISSION GRANTS 1992-93

THAT for 1992-93, Northern Ontario Mission Grants of \$3,000,000 be made in the following amounts:

Lakehead	\$1,270,000
Laurentian	1,225,000
Algoma	97,000

20. Ontario Council on University Affairs, "Advisory Memorandum 88-III, Northern Ontario Grants Review", Fifteenth Annual Report 1988-89, pp. 63-64.

21. Ontario Council on University Affairs, "Advisory Memorandum 87-XIII, The Allocation of the Government's Operating Support for the University System in 1988-89", Fourteenth Annual Report 1987-88, p. 174.

Laurentian (Algoma)	29,000
Nipissing	236,000
Laurentian (Nipissing)	60,000
Hearst	50,000
Laurentian (Hearst)	33,000

1.1.3 Bilingualism Grants

In Advisory Memorandum 89-III, Council reported on the results of the study of incremental costs associated with bilingualism in Ontario universities.²² Based on 1987-88 data, the study indicated that the total cost of bilingualism activities was \$21.221 million in that year. When escalated by the percentage increase in Formula grants for 1988-89, 1989-90, and 1990-91 and by 6.5% in 1991-92, the estimated incremental costs of bilingualism for 1991-92 amounted to \$25.7 million.²³

In Advisory Memoranda 89-VI²⁴ and 90-IV²⁵, Council recommended that additional funding be provided to fund the estimated shortfall in Bilingualism grants. In 1991-92 Council was requested to consider the funding shortfall in determining an appropriate level for these grants in that year. The \$25.7 million that Council recommended in 1991-92 eliminated then existing shortfalls by providing for the full estimated incremental costs of operating bilingual programs.

In April, 1991 the Minister of Colleges and Universities requested that the Council "consider whether OISE should be deemed eligible to receive support from the Bilingualism Grants Envelope for French language program offerings."²⁶ Council's advice to the Minister will be forthcoming.

With the outstanding shortfall eliminated by the Bilingualism grant recommended in Council's 1991-92 allocative advice, Council recommends that \$25.947 million be made available for allocation in 1992-93, representing a 0.9% increase, and that it be allocated according to the incidence of incremental bilingualism costs as identified in Advisory Memorandum 89-III.

Accordingly, Council *recommends to the Minister:*

OCUA 91-68

BILINGUALISM GRANTS 1992-93

22. Ontario Council on University Affairs, "Advisory Memorandum 89-III, The Allocation of the Government's Operating Support for the University System in 1989-90", Sixteenth Annual Report 1989-90, pp. 128-130.

23. The percentage increases in Formula grants in 1988-89, 1989-90 and 1990-91 are 4.7%, 3.8% and 4.5% respectively.

24. Ontario Council on University Affairs, "Advisory Memorandum 89-VI, Government Support of the University System in 1990-91", Sixteenth Annual Report 1989-90, p. 189.

25. Ontario Council on University Affairs, Advisory Memorandum 90-IV, Government Support of the University System in 1991-92, p. 51.

26. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, April 8, 1991.

THAT bilingualism grants in 1992-93 be made in the following amounts:

Ottawa	\$17,112,000
Laurentian	4,427,000
Glendon	2,223,000
St. Paul	1,777,000
Sudbury	238,000
Hearst	170,000

1.1.4 Extra-ordinary Funding Grants

1.1.4.1 Extra-ordinary Grant for Algoma College

In Advisory Memorandum 88-VIII, Council recommended that Algoma College receive an extra-ordinary operating grant to help address the current "structural deficit" of the College. The conditions for the provision and continuation of this grant are outlined in that memorandum:

First, the College must accept the mission outlined in this memorandum. Second, the academic program plans outlined above must be followed. The course consolidation must proceed immediately. All new program offerings must be approved by the Minister on the recommendation of Council and must not require additional extra-ordinary funding. New peripheral course offerings must be undertaken only on a cost-recovery basis. Third, the College must develop a plan for the reduction of the accumulated operating deficit to achieve its elimination by 1992-93. This plan must include, at a minimum, a balanced current-year operating budget in 1989-90. Fourth, the College must continue its affiliation with Laurentian University. Fifth, the College finances are to be supervised by Laurentian University until such time as the College's accumulated operating deficit is eliminated.²⁷

For 1989-90, Council recommended, in Advisory Memorandum 89-III²⁸, that an extra-ordinary grant of \$760,000 be provided to Algoma College in respect of estimated structural imbalances between maximum revenues and minimum expenditures. Council emphasized that any future Extra-Formula grants for Algoma College depend upon the findings of a cost study that established the appropriate level of the grant for 1991-92.

A cost study was undertaken in 1990 to determine how closely the extra-ordinary grant reflected Algoma's true structural deficit. The findings of that cost review were reported in Advisory Memorandum 90-VII. In the review, Council found the original grant level of \$760,000 to closely approximate Algoma College's scale-related extra-ordinary costs. Council concluded in that memorandum that Extra-ordinary grants be held constant at \$760,000 for the 1990-91, 1991-92 and 1992-93 funding years. Council noted further that:

27. Ontario Council on University Affairs, "Advisory Memorandum 88-VIII, Mission, Programs and Funding for Algoma College", Fifteenth Annual Report 1988-89, pp. 125-126.

28. Ontario Council on University Affairs, "Advisory Memorandum 89-III, The Allocation of the Government's Operating Support for the University System in 1989-90", Sixteenth Annual Report, 1989-90, p. 131.

a recommendation of a fixed sum over three years would assist the institution in achieving its mandated responsibilities by providing a solid financial basis for planning. It is Council's belief that a combination of formula grants, enhanced by an already existing Northern grant, and the provision of the three-year extraordinary grant will allow Algoma the opportunity to eliminate the College's accumulated deficit while providing a secure framework for fiscal planning.²⁹

Council indicated in Advisory Memorandum 90-VII that the appropriateness of the level of the Extra-ordinary grant, and the supporting confirmatory methodology, should be re-examined prior to determining funding needs beyond 1992-93. This review will be initiated in the upcoming year.

Accordingly, Council *recommends to the Minister:*

OCUA 91-69

ALGOMA COLLEGE EXTRA-ORDINARY FUNDING 1992-93

THAT an extra-ordinary grant of \$760,000 be allocated to Algoma College for the 1992-93 funding year.

1.1.4.2 The Ontario College of Art

On July 31, 1989, the Minister of Colleges and Universities referred to Council the matter of the financial difficulty at the Ontario College of Art (OCA).³⁰ In a January 24, 1991 letter, Council recommended to the Minister an external review of OCA's mission, programs and operations. In response, the Minister of Colleges and Universities formally requested that Council review and approve the 1991-92 OCA budget, identify any extra-ordinary funding required for 1991-92, and conduct a review of the OCA's mission, programs and operations.³¹

Council responded to the Minister's request that it identify any extra-ordinary funding required in 1991-92 in Advisory Memorandum 91-IV, Extra-Ordinary Grant for the Ontario College of Art for 1991-92.³² In that advice Council recommended that OCA be provided an extra-ordinary grant for 1991-92 of not greater than \$300,000 with the grant set at a level matching budget savings effected by OCA and approved by Council for this purpose.³³

29. Ontario Council on University Affairs, Advisory Memorandum 90-VII, Extraordinary Grant for Algoma College 1990-91, p. 3.

30. Letter from the Honourable Sean Conway, Minister of Colleges and Universities, to Dr. H.V. Nelles, July 31, 1989.

31. Letter from the Honourable Richard Allen, Minister of Colleges and Universities, to Dr. H.V. Nelles, February 21, 1991.

32. Ontario Council on University Affairs, Advisory Memorandum 91-IV, Extra-Ordinary Grant for the Ontario College of Art for 1991-92.

33. It should be noted that the College received two grant adjustments prior to the 1991-92 Extra-Ordinary Grant. The first of these two adjustments was recommended by Council in Advisory Memorandum 86-VII. The College was granted a weight increase from 1.3 to 1.35. Then again in the 1990-91 funding year the College received special consideration. For that funding year the College received additional grants beyond

In response to the Minister's request to Council that it formally conduct a review of OCA's mission, programs and operations, Council appointed a Task Force in June 1991. The Task Force submitted its final report to Council on February 12, 1992, and Council is now preparing its advice to the Minister of Colleges and Universities.

Meanwhile, in response to the Minister's request of Council that it review and approve OCA's 1991-92 budget Council finds that OCA's 1991-92 budget is on track. However, the College has not presented a deficit reduction plan. If in Council's review of the Task Force's report it finds extra-ordinary funding is deemed to be appropriate during fiscal 1992-93 it will need to be drawn from either the Transition Assistance funding that has been announced for 1992-93 or from the normal contingency provision³⁴ that is set aside annually by Council (see Section 4, Formula Grants for an explanation of the contingency provision).

1.2 Research Overheads/Infrastructure Funding Envelope

In Advisory Memorandum 87-XV³⁵, Council reviewed the mechanism used to allocate the research overheads/infrastructure funding envelope. It recommended that the envelope be allocated on the basis of each institution's proportionate share of total peer-adjudicated research funding awarded to Ontario universities by the Medical Research Council, the Natural Sciences and Engineering Research Council and the Social Sciences and Humanities Research Council, calculated annually using a three-year moving-average.

Council has experienced administrative difficulty in obtaining the required SSHRC data in a timely manner for the past three years. SSHRC does not finalize the data used by Council until March. Council wishes to ensure that its allocative advice is rendered to the Minister as early as possible. To ensure that delays in obtaining the SSHRC data do not postpone Council's advice Council recommends that the allocative formula for distributing these funds be adjusted so that the years included in the three year moving-average are slipped two years instead of one. Therefore for the 1992-93 allocation the years for the moving-average would remain the same as for the 1991-92 allocations.

Accordingly, Council *recommends to the Minister:*

OCUA 91-70

**RESEARCH OVERHEADS/INFRASTRUCTURE FUNDING GRANTS
FOR 1992-93 AND BEYOND**

THAT research overheads/infrastructure funding grants be distributed according to a three-year moving average of peer-adjudicated research funding awarded to Ontario universities by the Medical Research Council, the Natural Sciences and Engineering Research Council and the Social Sciences and Humanities Research Council that is slipped two years.

normal entitlements associated with an institution's moving-average falling below its Current Base BIU level. This special consideration was granted with the Minister's acceptance of Advisory Memorandum 90-I where Council recommended that OCA be granted a corridor reduction allowing for adjustments to its Current Base BIUs while maintaining current levels of formula grants to 1994-95. The latter provision was made to the College on an extra-ordinary and temporary basis.

34. See Table 1, line 8.

35. Ontario Council on University Affairs, "Advisory Memorandum 87-XV, Research Overheads/Infrastructure Funding Envelope Allocative Mechanism", Fourteenth Annual Report 1987-88, pp. 211-222.

For 1992-93, the total funds available for distribution (\$30.569 million) are equal to the total of the previous year's grants increased by 0.9%. These grants are allocated according to each institution's share of federal granting councils' peer-adjudicated research grants for 1988-89, 1989-90 and 1990-91.

Accordingly, Council *recommends to the Minister:*

OCUA 91-71

RESEARCH OVERHEADS/INFRASTRUCTURE FUNDING GRANTS

1992-93

THAT research overheads/infrastructure funding grants be made available according to the amounts indicated in Table 2.

2.0 Other Operating Grants

2.1 International Graduate Student Differential Fee Waivers

Council outlined its advice on procedures for allocating Government's contribution to international graduate student differential fee waivers in Advisory Memorandum 88-V.³⁶ This advice confirmed the existing practice where waivers were allocated among Ontario universities according to each institution's slip-year three-year average of full-time graduate student enrolment, subject to a minimum of not less than three waivers for any institution with graduate enrolment as well as the funding distribution arrangements for Government's contribution.

Council notes that the discount on the fee waiver has increased during the past few years. The decision by the Minister to freeze the 1991-92 fee waiver value at the 1990-91 level in a year when fees were increased by 8% resulted in a smaller proportion of these fees being provided for by the waiver than would have been the case if the 1991-92 fee waiver had reflected Council's recommended 6.5% increase for that year. In 1990-91 the fee waiver provided for 56.7% of the three-term fees for an international graduate student.³⁷ That coverage had shrunk to 52.5% in 1991-92 with the announced freeze in the fee waiver value. For 1992-93 the portion of the fees provided for by the fee waiver drops to 49.5% when Council's recommendation for 1992-93 is taken into consideration.

For 1992-93, Council recommends that the 1,001 international graduate student differential fee waivers made available by Government through this program be funded at a rate of \$5,740 per waiver, a 0.9% increase over the 1991-92 waiver value. It also recommends that these grants be allocated according to the procedures outlined in Advisory Memorandum 88-V.

Accordingly, Council *recommends to the Minister:*

OCUA 91-72

*INTERNATIONAL GRADUATE STUDENT DIFFERENTIAL FEE WAIVER
SUPPORT 1992-93*

36. Ontario Council on University Affairs, "Advisory Memorandum 88-V, International Graduate Student Differential Fee Waivers", *Fifteenth Annual Report 1988-89*, pp. 85-89.

37. Ministry of Colleges and Universities, *The Ontario Operating Funds Distribution Manual, 1990-91 Fiscal Year*, Appendix 5.1.3, January 30, 1991.

THAT international graduate student differential fee waiver grants be made available according to the amounts indicated in Table 2.

2.2 Enhanced Access for Disabled Students

On April 20, 1988 the Minister of Colleges and Universities requested "Council's early advice on programs to promote access for the underrepresented groups", and announced that \$4.0 million from the Accessibility Envelope would be set aside for that purpose.³⁸ In Advisory Memorandum 88-IX, Council stated that the \$4 million should be made available to enhance access for disabled students.³⁹ Council recommended in that memorandum that the allocation be annual and ongoing, based on each institution's share of Base BIUs with a minimum floor of \$30,000 allocated to each institution.

In 1991, at the Minister's request, Council considered an appropriate increase in the minimum floor provision available to institutions. For 1991-92, Council recommended and the Minister accepted that the floor of \$30,000 per institution should be increased \$90,000 per institution.

Council notes that this envelope has been in place since 1989-90. Some of the circumstances which were then relevant to the recommended distribution mechanism might have changed since Government accepted Advisory Memorandum 88-IX. Accordingly, Council recommends that a review of this envelope be undertaken in 1992-93 to evaluate the effectiveness of the current distribution mechanism.

Consistent with Council's previous advice that this envelope increase at the same rate as the Formula grants envelope, Council recommends that for 1992-93 the level of the Enhanced Access for Disabled Students envelope be increased by 0.9%, and that the grants be allocated according to the methodology identified in Advisory Memorandum 88-IX subject to the minimum floor of \$90,000 per institution. Council emphasizes that these allocations must be spent in support of enhancing access for disabled students as intended.

Accordingly, Council *recommends to the Minister:*

OCUA 91-73

ALLOCATION OF ACCESSIBILITY FUNDING FOR DISABLED STUDENTS 1992-93

THAT these funds be made available according to the methodology outlined in Advisory Memorandum 88-IX resulting in the allocation indicated in Table 2.

3.0 Transitional Funding to Support Upward Corridor Shifts

The 1992-93 funding announcement by the Minister of a 1% increase or \$25.77 million in additional operating support gives Council little scope in its allocative recommendations. Furthermore, previous undertakings associated with the \$84 million Accessibility Envelope and commitments to institutions entered into during Corridor Negotiations substantially narrow Council's allocative flexibility. With the sums provided, Council must make difficult trade-offs between Formula grants and Transition grants for 1992-93. In making such trade-offs Council was guided by the Minister's suggestion that Council balance a need for stability

38. Letter from the Honourable Lyn McLeod, Minister of Colleges and Universities, to Dr. P. Fox, April 20, 1988.

39. Ontario Council on University Affairs, "Advisory Memorandum 88-IX, Enhancing Access for Disabled Students to Ontario Universities", *Fifteenth Annual Report 1988-89*, pp. 129-141.

in institutional grants with a need to reflect enrolment pressures.⁴⁰ In making a final recommendation on the balance to be achieved between the transition grants envelope and the formula grants envelope Council also took into consideration the options that were submitted by the institutions in response to Council's request for input on the allocation of the 1992-93 operating grants.

These responses can be categorized as the following options:

- 1) normal operating grants procedures;
- 2) compromise on the normal grant procedures; and,
- 3) other primary concerns.

The majority of the responses fall into categories 1 and 2. Four institutions attributed first priority to the Formula grants envelope. Some of the responses included in category 3 indicated allocations of operating grants that would not have used all of the funds available. Other responses were primarily concerned with specific institutional priorities.

The first category of responses which took the preferred approach of normal operating grants procedures entails a follow through on existing commitments. Under this approach first priority is given to the phase-in of transition funding to new corridors. The existing commitments to this phase-in are detailed in Council's recommendations to Government in Advisory Memoranda, 89-II⁴¹, 90-I⁴² and 91-I⁴³. The procedures adopted in the three key pieces of advice to Government on funding enrolment growth to new corridor mid-points are to fund transition enrolments:

- at slip-year rates of Base BOI so as to ensure that full average rates of funding for these enrolments is achieved in 1996-97; and,
- in a manner that minimizes discrepancies in the BIU value between the accessibility envelope and the incremental transition envelope.

It is important to note that the funds that were identified in Advisory Memorandum 89-II as required to phase-in and fully implement transition funding to new corridor mid-points were preliminary estimates based on 1989 average rates of funding. Therefore those estimates do not reflect the escalation in average rates of base funding that has occurred in the two funding years since 1989. Indeed, Council stated that it:

will not recommend to Government a more heavily discounted BIU than the present Base BIU whose present level Council believes to be inadequate. Such

40. Letter, *op. cit.*, January 22, 1992, p. 3.

41. Ontario Council on University Affairs, "Advisory Memorandum 89-II, Modification of the Operating Grants Formula", Sixteenth Annual Report, pp. 89-124.

42. Ontario Council on University Affairs, Advisory Memorandum 90-I, Revisions to Universities Formula Grants Envelope Corridor Mid-Points as a Result of the 1989-90 Corridor Negotiations.

43. Ontario Council on University Affairs, Advisory Memorandum 91-I, The Allocation of the Government's Operating Support for the University System in 1992-93.

action would only compound the underfunding problem and contribute further to a deterioration of quality.⁴⁴

Under the existing policy of determining the size of the incremental corridor transition grants envelope these procedures are followed:

- i) target transition BOI is determined by multiplying the slip-year Base BOI/BIU by the target transition BIUs for the current funding year as recommended in Advisory Memorandum, 90-I.⁴⁵;
- ii) target transition fees that are associated with those target transition BIUs are calculated; and,
- iii) the transition grant required is the difference between the target transition BOI and the target transition fees.

Applying this methodology to the calculation of the 1992-93 Transition grants would result in a disproportionate increase to this envelope over the total funds allocated in 1991-92 to the transition and accessibility phase-out envelopes. This increase would reflect:

- the 7.8% increase in the 1991-92 Base BOI/Base BIU; and,
- the 4.8% increase in the number of incremental transition BIUs funded (from 40,650 BIUs in 1991-92 to 42,600 BIUs in 1992-93).

The impact of these factors would be a 13.4% or \$21.7 million increase in incremental Transition grants to a level of \$184.1 million in 1992-93. Under this scenario the remaining funds to be allocated to the Formula and extra-formula grant envelopes that vary with Formula grant increases would result in a 0.2% increase for these grants and a Base BOI increase of 1.4%.

Therefore, as is detailed above, the implementation of option 1 results in the transition funding requirements being taken off the top of the sums available. The main shortcoming with this approach is that in a 1% world only 0.2% is left to be divided among the Formula and Extra-Formula grants envelopes. Furthermore given the wide spread between this year's announced operating grant increase of 1% and the formula fee increase of 7%, a 0.2% increase in Formula grants would result in a loss of Formula grant income to several institutions. Those institutions with program mixes which result in low average BIU weighting per FTE (high fee per BIU institutions) would lose Formula grant income when compared to those levels of Formula grants allocated in 1991-92.

Alternatively, the option of assigning first priority to base funding included responses that suggested that all of the 1992-93 incremental operating grants be allocated to Formula grants. The result of allocating all incremental funds to Formula grants is to deny growth institutions the transition funding that is committed for corridor growth.

In weighing the alternative options Council was guided by the need to achieve stability in final institutional grant outcomes and the need to meet existing commitments to fund transition enrolments. In determining an appropriate methodology to avoid such

44. *Ibid*, p. 98.

45. *Ibid*, p. 20.

disproportionate increases between the Formula grants and Transition grants envelopes Council was guided by two major factors:

- the Minister's desire for balance between stability in institutional grants and accommodating enrolment pressures.⁴⁶; and,
- one of the Government's primary objectives in Corridor Negotiations, 1989-90 which is to equalize the BIU value in the Formula and Transition grants envelopes in 1996-97.⁴⁷

Therefore Council recommends that part of the 1992-93 transition funding commitments be deferred in the manner outlined below. Council also recommends for 1992-93 that the Formula grants increase reflect as closely as possible the Minister's announced overall 1% increase in total operating grants. Therefore Council recommends that Formula grants be increased by 0.9% in 1992-93.

In making this commitment to the Formula grants envelope, the funds available for allocation to transition funding reflect a partial deferment of the 1992-93 commitments outstanding on this envelope. Council therefore recommends that for the 1992-93 funding year that the Transition grants be increased by \$10.5 million (6.5%), representing nearly half of the incremental transition grants that would be required for a full commitment to the existing transition grant methodology. Accordingly the transition BIU value is increased by 2.6% from the 1991-92 level.

With the extra-ordinarily low operating grant increase for 1992-93, Council believes that it is appropriate to temporarily defer a portion of the 7.8% increase in transition BOI per BIU. At the same time it commits to restoring the deferred portion of the scheduled rate increase in a judicious manner. While it wishes in future years to fund this shortfall, Council also wants to ensure that in future years inter-year variations in Base BOI increases do not result in the same problems encountered this year whereby normal transition grant increases could only be met with the funds available if the increase in the Formula grants envelope was held to 0.2%.

Therefore, Council recommends that in future years the transition BOI rate used to determine the size of transition grants required increase at a rate not less than 1.7% beyond the current-year rate of increase in Base BOI. Following this procedure, beginning in 1993-94 the current shortfall will be phased out over three years and the problems with inter-year variation in BOI increases avoided. Under this approach, the existing commitment to reach full average current year BOI per BIU funding rates by 1996-97 will be honoured.

With the announcement by the Minister of 2% operating grant increase commitments for 1993-94 and 1994-95, it is apparent that the fluctuations in Base BOI rate increases experienced this year are unlikely to recur in the next few years. Council will continue to strive to achieve the Government's objective of equal BIU values between the Formula grants envelope and the Transition grants envelope by 1996-97. In doing so Council reserves the right to make further timing adjustments towards meeting this commitment should funds become available. Council notes that the Government has made commitments to fund the phase-in of transition enrolments to new corridor mid-points and that if Government provides

46. Letter, *op. cit.*, January 22, 1992, p. 3.

47. Ontario Council on University Affairs, Advisory Memorandum, 90-1, Revisions to Universities Formula Grants Envelope Corridor Mid-points as a Result of the 1989-90 Corridor Negotiations, p. 18.

less operating support in future years this commitment to transition funding will be seriously jeopardized.

3.1 Accessibility Envelope

In Advisory Memorandum 89-II Modification of the Operating Grants Formula, Council recommended that the \$84 million Accessibility Envelope which was introduced in the 1988-89 funding year was to be phased out over four years appropriately reflecting normal rates of undergraduate attrition. In order to smooth the transition to new corridors in 1991-92 and future years, Council introduced a slight modification to the calculation of accessibility grants in the 1991-92 advice. This modification enhanced the equity of accessibility and transition funding for 1991-92 and future years, and reduced the complexity of the transition calculations for the next and subsequent years. That approach also upheld Government's commitment to fund the first year of the Accessibility Envelope at a level of current year Base BOI per Base BIU. 1991-92 was the final year that phase-out funding for Year 1 Accessibility Envelope BIUs was provided.

The final year that phase-out funding is provided for Year 2 Accessibility Envelope BIUs⁴⁸ is fiscal 1992-93 when the majority of the 1988-89 intake cohort is expected to graduate from the undergraduate program. The accessibility grants that are required in 1992-93 reflect the levels of operating support that are required to phase-out the remaining Year 2 accessibility BIUs at 40% of the original level. Therefore in 1992-93, \$23.352 million in accessibility grants is required. The rate of BOI funding per BIU for Year 2 of the Accessibility Envelope is \$4,833 in 1992-93.

Accordingly, Council *recommends to the Minister:*

OCUA 91-74

ACCESSIBILITY ENVELOPE FUNDING FOR 1992-93

THAT \$23.352 million in accessibility funding be made available in 1992-93 according to the allocation indicated in Table 2.

3.2 Incremental Corridor Shift Funding

For 1992-93, Council recommends a methodology to smooth transition BOI and transition grants beginning in 1992-93 and for the duration of the transition to new corridors period that is detailed in Section 3.0. As a result, Council has made available a total sum of \$149.526 million in incremental transition operating grants in 1992-93.

The funds available as transition funds are allocated according to growth in new "growing" Moving-Average BIUs of each institution receiving a corridor shift (ie. the difference between the new Moving-Average BIUs and current Base BIUs). For the 1992-93 funding year, the growing Moving-Average comprises three years, 1989-90, 1990-91 and 1991-92. In order to ensure that enrolment growth is not double-counted through the Accessibility Envelope and the Formula Grants Envelope, Moving-Average BIUs will be funded according to the increment of Moving-Average BIUs over the current Base BIUs less the Accessibility Envelope BIUs still funded. In instances where the Moving-Average increment over current Base BIUs exceeds an institution's new corridor incremental BIUs allocated, it will be funded according to the new corridor increment less Year 2 Accessibility Envelope BIUs, rather than the incremental Moving-Average BIUs.

48. *Ibid.*, p. 106.

In 1990-91 a transition floor provision was introduced to avoid temporary losses by institutions arising from the transitional funding arrangements. Institutions whose Transition plus Accessibility grants fall short of their 1989-90 accessibility allocations receive a floor provision. In 1992-93, one institution, the University of Western Ontario receives the floor provision. Other institutions' Moving-Averages were funded at a BOI rate of \$4,806 per BIU.

Accordingly, Council *recommends to the Minister:*

OCUA 91-75

***CORRIDOR SHIFT FUNDING AND PHASE-OUT OF ACCESSIBILITY
ENVELOPE FOR 1992-93***

THAT \$149.526 million in transition funding be made available in 1992-93 to support upward corridor shifts according to the distributions recommended in Advisory Memorandum 90-I, resulting in the initial allocation indicated in Table 2.

4.0 Formula Grants Envelope

Of the \$1,972.250 million in operating grants available for 1992-93, \$33.627 million has been previously targeted for particular purposes by Government and \$254.914 million recommended above by Council to be made available for Extra-Formula, Transition and Other operating grants. Included in these deductions shown in Table 1 is \$0.800 million which is set aside by Council as a contingency provision.

The 1992-93 contingency fund of \$800,000 has been held to the level allocated to contingency in 1991-92. This fund is identified annually in Council's allocative advice to Government for the purpose of meeting potential commitments. Examples of such commitments are: the additional formula grants that would be required for any retroactive BIU adjustments, and to meet any other institutional financial contingency that would be deemed appropriate to be underwritten by the Minister of Colleges and Universities. Any unused funds in the contingency reserve are added to Formula grants at the end of the fiscal year.

For 1992-93, Council recommends that \$1,683,709 million be allocated according to the Formula grants methodology as recommended in Advisory Memorandum 86-VII.⁴⁹ This represents a 0.9% increase over the Formula grants allocated by Council in 1991-92.

The results of the Formula grant calculations are found in the first column of grants contained in Table 2. Subject to any necessary changes in an individual institution's BIU and formula fee count, and visa student fee redistribution, Council recommends that the Formula grants be distributed according to the schedule found in Table 2.

Accordingly, Council *recommends to the Minister:*

OCUA 91-76

FORMULA GRANT ALLOCATION FOR 1992-93

THAT \$1,683.709 million in formula grants be made available in 1992-93 to the provincially-assisted universities and their affiliated colleges, Ryerson

49. See Ontario Council on University Affairs, "Advisory Memorandum 86-VII, Modification of the Operating Grants Formula," Thirteenth Annual Report 1986-87, pp. 161-170, for a description of the formula to distribute Formula Grants.

Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College according to the operating grants formula outlined in Advisory Memorandum 86-VII resulting in the initial allocation indicated in Table 2.

Table 2 summarizes the distribution of grants based on the recommendations contained in this Memorandum. It documents, by institution, the Formula, Extra-Formula, Other, Accessibility and Transition grants recommended by Council for 1992-93, along with the 1991-92 grants allocated in those categories and the percentage changes between the two years.

A new table, Table 3, has been added this year to summarize the distribution of BOI. This table details, by institution, both Base BOI and current funding year BOI (1992-93 grants allocated plus slip-year formula fees that reflect 1992-93 fee rates), and the percentage changes between 1992-93 and 1991-92.

Dr. H. V. Nelles, Chairman,
February 21, 1992

Table 1

Availability of Funds for Distribution as Formula Grants for 1992-93		
1. Total Operating Grants Available		\$ 1,972,250,000
Deduct:		
2. Special Purpose Grants	22,500,000	
3. Faculty Renewal Grants	<u>11,127,000</u>	
Sub-Total		<u>33,627,000</u>
Available for Council's Allocation		1,938,623,000
5. Extra-Formula grants		
a) Mission-Related Institution-Specific Funding		
Differentiation Grants	1,789,000	
Northern Ontario Grants		
- Operations	8,533,000	
- Mission	3,000,000	
Bilingualism Grants	25,947,000	
Extra-ordinary Grant		
for Algoma College	<u>760,000</u>	
Sub-Total	40,029,000	
b) Research Overheads/Infrastructure Grants	30,569,000	
6. Other Operating Grants		
a) International Graduate Student		
Differential Fee Waivers	5,746,000	
b) Accessibility for Disabled	4,892,000	
7. Transitional Funding to New Corridor		
a) Accessibility Envelope	23,352,000	
b) Corridor Shift Funding and		
Accessibility Phase-Out	149,526,000	
8. Contingency Provision	<u>800,000</u>	
Sub-Total		<u>254,914,000</u>
9. Available for distribution as Formula Grants		\$ <u>1,683,709,000</u>

Table 2
DISTRIBUTION OF GRANTS GENERATED BY RECOMMENDATIONS IN ADVISORY MEMORANDUM 91-XII
(\$000)

1992-93 Recommendations												
Extra-Formula Grants					Other Operating Grants		Transition Funding to New Corridors		Total Grants Recommended	Total Grants Allocated in 1991-92	% Change	
Mission-Related Institution-Specific					Inter-national Student Differential Fee Waiver		Phase-out of Corridor Accessibility and Floor					
Institution	Formula Grants	Northern Operations Grants	Northern Bilingualism Grants	Differentiation Grants	Extra-ordinary Grants	Research Overheads	Contingency Provision	Enhanced Accessibility for the Disabled	Enhanced Accessibility for the Disabled	Phase-out of Corridor Accessibility and Floor	Total Grants Recommended	
Brook	35,208					179		23	103	702	44,375	
Carleton	82,949					1,055		385	219	13,937	99,628	
Guelph	101,100					2,071		339	255	1,186	110,286	
Lakeland	27,428	3,612	1,270			163		46	90	834	34,920	
Laurentian	25,824	3,483	1,225	4,665		79		23	90	437	43,770	
Algonia	1,881	276	97		760				90	12	3,740	
Laurentian(Algonia)	625	84	29						90		865	
Nipissing	4,753	670	236						90	2,267	8,016	
Laurentian(Nipissin)	1,277	172	60	170					90	24	1,533	
Hearst	460	141	50						90	118	1,031	
Laurentian(Hearst)	420	95	33						7		555	
McMaster	109,500					3,613		407	274	1,351	122,990	
Ottawa	126,108					2,019		482	324	2,403	165,091	
Queen's	114,875		18,889			2,742		517	293	2,183	133,385	
Toronto	365,405					10,635		1,464	911	4,233	400,171	
Trent	18,489				1,789	117		23	90	490	25,476	
Waterloo	128,782					2,726		442	337	1,458	139,424	
Western	171,659					3,445		556	443	1,583	181,575	
Wilfrid Laurier	33,910					91		103	97	720	40,008	
Windsor	70,061					477		172	175	1,182	75,533	
York	158,783		2,223			1,056		534	459	2,627	195,613	
OISE	22,604					101		224	90	365	24,855	
Ryerson	70,968								192	1,512	74,076	
OCA	10,489								90	2,482	10,579	
Dominican	151							6	90	17	264	
Total	1,683,709	8,533	3,000	25,947	1,789	760	30,569	5,746	4,892	23,352	1,937,823	
CONTINGENCY PROVISION											1,912,148	1.3
Total											1,938,623	
Total OCUA allocation including contingency:											800	

NOTES:

1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institutions.
2. Bilingualism grants for affiliated institutions are included with the parent institutions.
3. The "Total Grants Allocated in 1991-92" column was adjusted for comparison to 1992-93 recommendations by netting out Special Purpose Fund, Program Adjustments & Faculty Renewal Fund from the 1991-92 MCUI data for total operating grants. The \$760,000 1991-92 extraordinary grant to Algonia College was included. Laurentian University and pseudo-campus grants for 1991-92 are based on distributions recommended in Advisory Memorandum 90-1.
4. Total grants available for Council's allocation increased by 1.3% over 1991-92. Formula grants are increased by 0.9% over the 1991-92 formula grants recommended in AM91-1. Base BOT is increased by 1.9%.
5. Until the final phase-out of the accessibility envelope, new corridor grants are indicated in accessibility & transition grants for those institutions that have achieved their new corridor mid-point.

Table 3
Distribution of Formula Grants, Base BOI & Total Grants Recommended
plus Slip-Year Formula Fees at 1992-93 Rates
(000s)

Institution	Formula Grants			Base BOI			Total Grants Allocated & Slip-Year Fees at 1992-93 Rates				
	1992-93 Formula Grants	Percentage Change Formula Grants	1992-93 Base BOI	1992-93 Base BOI	Percentage Change Base BOI	1991-92 Total Grants Allocated	1992-93 Total Grants Recommended	Percentage Change	1991-92 Fees at 1992-93 Rates	Total Grants Allocated + 1991-92 Fees at 1992-93 Rates	Percentage Change
Brook	35,208	0.6	44,856.41	1.9	1.9	43,838	44,375	1.2	57,875	57,875	2.5
Carleton	82,949	0.7	104,127.79	1.9	1.9	98,375	99,628	1.3	127,484	127,484	2.5
Guelph	101,100	1.0	120,989.76	1.9	1.9	108,859	110,286	1.3	133,349	133,349	2.3
Lakehead	27,428	0.7	34,728.03	1.9	1.9	33,992	34,920	2.7	44,219	44,219	3.6
Laurentian	25,824	0.6	33,159.95	1.9	1.9	42,808	43,770	2.2	54,007	54,007	3.1
Algoma	1,881	0.5	2,431.98	1.9	1.9	3,533	3,740	5.9	4,698	4,698	6.1
Laurentian(Algoma)	625	0.3	832.57	1.9	1.9	886	865	(2.4)	1,088	1,088	(0.6)
Nipissing	4,753	0.8	5,905.72	1.9	1.9	7,985	8,016	0.4	10,515	10,515	1.9
Laurentian(Nipissing)	1,277	0.4	1,699.70	1.9	1.9	1,528	1,533	0.3	2,131	2,131	2.1
Hearst	460	0.9	548.23	1.9	1.9	1,031	1,054	2.2	1,297	1,297	3.1
Laurentian(Hearst)	420	0.7	552.50	1.9	1.9	555	555	0.0	596	596	0.5
McMaster	109,500	1.0	131,569.81	1.9	1.9	121,146	122,990	1.5	148,789	148,789	2.4
Ottawa	126,108	0.9	153,691.06	1.9	1.9	162,749	165,091	1.4	198,336	198,336	2.3
Queen's	114,875	1.0	137,424.63	1.9	1.9	131,345	133,385	1.6	160,332	160,332	2.4
Toronto	365,405	1.0	433,455.37	1.9	1.9	395,391	400,171	1.2	476,847	476,847	2.1
Trent	18,489	0.4	24,243.02	1.9	1.9	24,954	25,476	2.1	33,388	33,388	3.2
Waterloo	128,782	0.8	158,211.70	1.9	1.9	137,855	139,424	1.1	171,902	171,902	2.2
Western	171,659	0.8	210,402.41	1.9	1.9	180,164	181,575	0.8	224,996	224,996	1.9
Wilfrid Laurier	33,190	0.5	43,940.82	1.9	1.9	39,589	40,008	1.1	52,416	52,416	2.4
Windor	70,061	0.8	87,022.80	1.9	1.9	74,725	75,533	1.1	97,003	97,003	2.3
York	158,783	0.6	201,453.65	1.9	1.9	192,129	195,613	1.8	250,291	250,291	2.9
OISE	22,604	1.4	25,107.90	1.9	1.9	24,455	24,896	1.8	27,734	27,734	2.3
Ryerson	70,968	0.6	90,460.18	1.9	1.9	73,452	74,076	0.8	95,371	95,371	2.2
O.C.A.	10,489	0.5	13,695.22	1.9	1.9	10,530	10,579	0.5	13,613	13,613	1.8
Dominican	151	(1.3)	257.98	1.9	1.9	274	264	(3.8)	364	364	(1.0)
Total	1,683,709	0.9	2,060,749	1.9	1.9	1,912,148	1,937,823	1.3	2,388,639	2,388,639	2.4

NOTES:

1. Base BOI consists of 1992-93 Formula Grants Recommended in Table 2 plus current base formula fees at current funding year rates. Current base formula fees at current year rates are the average of formula fees in 1983-84, 1984-85 and 1985-86 inflated by the annual formula fee rate increases in the intervening years up to and including the 1992-93 announced formula fee rate increase of 7%.
2. Slip-year refers to the fiscal year prior to the current funding year - in this case it is 1991-92.

OCUA Public Meetings 1991-92

OCUA Public Meetings 1991-92

Date/Topic	Location and Participants
September 20, 1991 <i>CAAT/University Transition</i>	Lakehead University, Thunder Bay Algoma College University of Guelph Lakehead University Ontario College of Art Ryerson Polytechnical Institute University of Western Ontario University of Windsor Canadian Organization of Part-time University Students Council of Ontario Universities Ontario Confederation of University Faculty Associations
October 31, 1991 <i>Professions</i>	University of Ottawa, Ottawa Brock University Carleton University Nipissing College Ontario Institute for Studies in Education University of Ottawa Queen's University
November 1, 1991 <i>French Language Education</i>	University of Ottawa, Ottawa Hearst College Laurentian University University of Ottawa York (Glendon) University
November 8, 1991 <i>Accountability/Program Quality Reviews</i>	Queen's Park, Toronto University of Guelph McMaster University University of Toronto Trent University University of Waterloo Wilfrid Laurier University York University Confederation of Ontario University Staff Associations Council of Ontario Universities Ontario Confederation of University Faculty Associations Ontario Federation of Students

**OCUA Recommendations and
Government Responses, 1991-92**

OCUA Recommendations and Government Responses, 1991-92

Recommendation	Title	Response
Advisory Memorandum 91-I		
91-1	Differentiation Grant for Trent University 1991-92	Accepted
91-2	Northern Ontario Operations Grants 1991-92	Accepted
91-3	Northern Ontario Mission Grants 1991-92	Accepted
91-4	Bilingualism Grants 1991-92	Accepted
91-5	Algoma College Extraordinary Funding 1991-92	Accepted
91-6	Research Overheads/Infrastructure Funding Grants 1991-92	Accepted
91-7	International Graduate Student Differential Fee Waiver Support 1991-92	Partially Accepted
91-8	Allocation of Accessibility Funding for Disabled Students 1991-92	Partially Accepted
91-9	Accessibility Envelope Funding for 1991-92	Accepted
91-10	Corridor Shift Funding and Phase-out of Accessibility Envelope for 1991-92	Accepted
91-11	Formula Grant Allocation for 1991-92	Accepted
Advisory Memorandum 91-II		
91-12	Government Operating Grants for 1992-93 to Meet the Cost of Council's Basic Objectives in Funding Provincially-Assisted Universities and their Affiliated Colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College	Not Accepted
91-13	Formula Fee Rates for 1992-93 to Meet the Cost of Council's Basic Objectives	Not Accepted
91-14	Government Grants for 1992-93 to Support Instructional Quality Enhancements in Ontario Universities	Not Accepted
91-15	Formula Fee Rates for 1992-93 to Support Education Quality Enhancements in Ontario Universities	Not Accepted
91-16	Incremental Funding for Increased Enrolment do to the Flow-Through of Current Intake into Ontario Universities	Not Accepted
91-17	Level of Support for Major Repairs, Renovations, Alterations and Replacement Projects in 1992-93 for the Cyclical Renewal of the Existing Capital Stock	Not Accepted
91-18	Level of Support for Deferred Maintenance of Physical Plant in 1992-93	Not Accepted
91-19	Government Grants for 1992-93 to Support Enhanced Space Utilization	Not Accepted

Recommendation	Title	Response
91-20	Advisory Memorandum 91-III Continued Eligibility of Enrolment in the Existing Bachelor of Applied Arts Degree Program in Interior Design at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-21	Continued Eligibility of Enrolment in the Existing Diploma Program and Bachelor of Applied Arts Degree in Environmental Health at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-22	Continued Eligibility of Enrolment in the Existing Diploma Program and Bachelor of Applied Arts Degree Program in Bachelor of Technology Degree Program in Aerospace Engineering at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-23	Continued Eligibility of Enrolment in the Existing Diploma Program and Bachelor of Applied Arts Degree Program in Administration and Information Management at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-24	Continued Eligibility of Enrolment in the Existing Diploma Program and Bachelor of Applied Arts Degree Program in Hospitality and Tourism Management at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-25	Continued Eligibility of Enrolment in the Existing Diploma Program and Bachelor of Technology Degree Program in Civil Engineering at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-26	Continued Eligibility of Enrolment in the Existing Diploma Program and Bachelor of Technology Degree Program in Survey Engineering at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-27	Continued Eligibility of Enrolment in the Existing Bachelor of Applied Arts Degree Program in Applied Geography at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-28	Continued Eligibility of Enrolment in the Existing Diploma Program and Bachelor of Technology Degree Program in Graphic Communications Management at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-29	Continued Eligibility of Enrolment in the Existing and Bachelor of Applied Arts Degree in Food, Nutrition, Consumer, and Family Studies Program at Ryerson Polytechnical Institute for Funding Purposes	Accepted

Recommendation	Title	Response
91-30	Continued Eligibility of Enrolment in the Existing Diploma Program and Bachelor of Technology Program in Chemical Engineering at Ryerson Polytechnical Institute for Funding Purposes	Accepted
91-31	Authority for Ryerson Polytechnical Institute to Grant the Bachelor of Engineering Degree (BEng) Degree Designation in Aerospace Engineering	Accepted
91-32	Authority for Ryerson Polytechnical Institute to Grant the Bachelor of Engineering Degree (BEng) Degree Designation in Chemical Engineering	Accepted
91-33	Authority for Ryerson Polytechnical Institute to Grant the Bachelor of Engineering Degree (BEng) Degree Designation in Civil Engineering	Accepted
	Advisory Memorandum 91-IV	
91-34	Ontario College of Art Extraordinary Funding 1991-92	Accepted
	Advisory Memorandum 91-V	
91-35	Sub-Division of Provincially-Assisted Degree-Granting Institutions	Partially Accepted
91-36	Characteristics of Provincially-Assisted Institutions	Partially Accepted
91-37	Characteristics of Special Mission Institutions	Partially Accepted
91-38	Single-Discipline Institutions	Accepted
91-39	Criterion of Societal Need and Cost	Accepted
91-40	Criterion of Basic Viability and Suitability of Role	Accepted
91-41	Criterion of Assessment of Quality and Readiness for Academic Self-Regulation	Partially Accepted
91-42	Waiting Period for Wholly New Institutions	Not Accepted
91-43	Periodic Assessment of Quality for all Degree-Granting Institutions	Partially Accepted
91-44	Ongoing Management of Institutional Assessments	Partially Accepted
	Advisory Memorandum 91-VI	
91-45	Degree-Granting Status for Nipissing College	Not Accepted
	Advisory Memorandum 91-VII	
91-46	Degree-Granting Status for Ryerson Polytechnical Institute	Not Accepted
91-47	Weight Review for Ryerson Polytechnical Institute	Not Accepted

Recommendation	Title	Response
Advisory Memorandum 91-VIII		
<i>This memorandum has not been responded to and therefore has not been included.</i>		
Advisory Memorandum 91-IX		
91-49	Formula Weights for Theology Programs	Accepted
Advisory Memorandum 91-X		
91-50	Ontario Graduate Scholarship Stipends 1992-93	Not Accepted
91-51	Number of General Ontario Graduate Scholarships for 1992-93	Accepted
91-52	Supplementary Ontario Graduate Scholarships	Not Accepted
91-53	Ontario Graduate Scholarships to Persons on Student VISA in 1992-93	Accepted
Advisory Memorandum 91-XI		
91-54	Eligibility of Enrolment in the Master of Arts Program in Applied Language Studies at Carleton University for Funding Purposes in 1992-93	Accepted
91-55	Eligibility of Enrolment in the Master of Social Work Program at Lakehead University for Funding Purposes in 1992-93	Accepted
91-56	Eligibility of Enrolment in the Master of Social Work Program at Laurentian University for Funding Purposes in 1992-93	Accepted
91-57	Eligibility of Enrolment in the Master of Education Program at Laurentian University (Nipissing College) for Funding Purposes in 1992-93	Accepted
91-58	Eligibility of Enrolment in the Doctor of Philosophy Program in Applied Exercise Science at Queen's University for Funding Purposes in 1992-93	Accepted
91-59	Eligibility of Enrolment in the Master of Arts in Russian and East European Studies Program at the University of Toronto for Funding Purposes in 1992-93	Accepted
91-60	Eligibility of Enrolment in the Doctor of Philosophy Program in Industrial Relations at the University of Toronto for Funding Purposes in 1992-93	Accepted
91-61	Eligibility of Enrolment in the Doctor of Philosophy Program in Sociocultural Kinesiology at the University of Western Ontario for Funding Purposes in 1992-93	Accepted

Recommendation	Title	Response
91-62	Eligibility of Enrolment in the Master of Arts and Doctor of Philosophy Programs in Women's Studies at York University for Funding Purposes in 1992-93	Accepted
91-63	Eligibility of Enrolment in the Doctor of Philosophy Program in Environmental Studies at York University for Funding Purposes in 1992-93	Accepted
91-64	Eligibility of Enrolment in the Doctor of Philosophy Program in South Asian Studies at the University of Toronto for Funding Purposes	Accepted
Advisory Memorandum 91-XII		
91-65	Differentiation Grant for Trent University 1992-93	Accepted
91-66	Northern Ontario Operations Grants 1992-93	Accepted
91-67	Northern Ontario Mission Grants 1992-93	Accepted
91-68	Bilingualism Grant 1992-93	Accepted
91-69	Algoma College Extra-ordinary Funding 1992-93	Accepted
91-70	Research Overheads/Infrastructure Funding Grants for 1992-93 and Beyond	Accepted
91-71	Research Overheads/Infrastructure Funding Grants 1992-93	Accepted
91-72	International Graduate Student Differential Fee Waiver Support 1992-93	Accepted
91-73	Allocation of Accessibility Funding for Disabled Students 1992-93	Accepted
91-74	Accessibility Envelope Funding for 1992-93	Accepted
91-75	Corridor Shift Funding and Phase-Out of Accessibility Envelope for 1992-93	Accepted
91-76	Formula Grant Allocation for 1992-93	Accepted

Response to Advisory Memorandum 91-I



Minister
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April 22, 1991

Dr. H. V. Nelles
Chairman
Ontario Council on University Affairs
LuCliff Place
700 Bay Street, 7th floor
Toronto, Ontario
M2H 2T8

Dear Dr. Nelles,

I would like to thank you and the members of the council for the advice presented in Advisory Memorandum 91-I, "The Allocation of the Government's Operating Support for the University System in 1991-92", which you submitted on March 25, 1991.

I am pleased to accept recommendations 91-1 through 91-6. Accordingly:

- . The differentiation grant for Trent University will be \$1,773,000 for 1991-92;
- . The Northern Ontario Operations Grants will total \$8,210,000, allocated as recommended. The Northern Ontario Mission Grants will be maintained at the \$3,000,000 level until the evaluation proposed in Advisory Memorandum 88-III can be undertaken. The allocation of this total will be made as advised;
- . The regular bilingualism grants will total \$25,716,000 for 1991-92, allocated according to the incidence of incremental bilingualism costs as identified in Advisory Memorandum 89-III;
- . An extraordinary grant of \$760,000 will be provided to Algoma College for the 1991-92 year, as originally recommended in Advisory Memorandum 90-VII; and

.../2

- . The Research Overheads/Infrastructure Envelope will total \$30,296,000, distributed according to each institution's share of federal granting councils' peer-adjudicated research grants for 1987-88, 1988-89 and 1989-90.

In response to recommendation 91-7, I would note that the international graduate student differential fee waivers will be distributed according to the procedures confirmed in Advisory Memorandum 88-V, according to each institution's slip-year three year average of full-time graduate student enrolment. However, the grant per waiver will be frozen at 1990-91 levels. The value of each waiver will be \$5,689, for a total of \$5,694,689 in the program of 1001 waivers. The balance of the funds recommended for this program will be reassigned to the access for disabled students program.

The implementation of recommendation 91-8 concerning the allocation and distribution of funds to enhance access for disabled students would result in reductions in allocations over 1990-91 levels for many institutions. I do not believe that this is an appropriate way to ensure that an adequate minimum grant is provided to all institutions. An additional \$388,600 will be allocated to this envelope, in order to ensure that each institution will receive a grant increase of at least 6.5%. Thus, a total of \$4,848,600 in funding will be allocated to funding for disabled students. The distribution by institution with the floor level of \$90,000 is set out in the attached table.

I am also pleased to accept recommendations 91-9 through 91-11. Accordingly:

- . The distribution of \$53,463,000 in Accessibility Envelope funding will be made according to the methodology proposed in this Advisory Memorandum. We note that this is a departure from the originally agreed upon phase out provisions which were recommended in Advisory Memorandum 89-II, although it will not affect the eventual shares of basic grants which institutions will receive at the end of the transition period;

.../2

- . Consistent with the council's advice, \$108,853,000 will be committed to transitional corridor shift funding. Subject to any revisions which may be necessary in the institutional data underlying the calculation, the recommended corridor shift funding will be allocated as shown in Table 2 of Advisory Memorandum 91-I; and
- . \$1,669,439,000 in grants will be made available through the basic grants envelope in 1991-92, according to the operating grants formula outlined in Advisory Memorandum 86-VII. I note that the \$18 million in Library and Student Equipment grants provided in 1990-91 has been added to the overall allocation and redistributed according to the basic grants formula. The 1990-91 basic operating income for each institution, upon which the 1991-92 increase is applied, does not, therefore, incorporate the amount of the Library and Student equipment grant actually paid in 1990-91.

For your information, the distribution of the \$13,114,616 in faculty renewal funding for 1991-92 is detailed in the attached table.

Thank you again for the allocative advice contained in Advisory Memorandum 91-I.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Richard Allen", with a long, sweeping horizontal flourish extending to the right.

Richard Allen
Minister

ACCESSIBILITY FUNDING FOR DISABLED
STUDENTS
1991-92

Institution	\$	change over previous year
Brock	101,547	6.55%
Carleton	216,016	6.52%
Guelph	252,416	6.50%
Lakehead	90,000	26.23%
Laurentian	90,000	18.27%
Algoma	90,000	200.00%
Nippissing	90,000	200.00%
Hearst	90,000	200.00%
McMaster	271,490	6.51%
Ottawa	320,768	6.53%
Queen's	289,484	6.51%
Toronto	901,153	6.52%
Trent	90,000	78.93%
Waterloo	333,900	6.51%
Western	438,599	6.51%
Wilfrid Laurier	96,108	6.55%
Windsor	172,948	6.50%
York	454,060	6.51%
O.I.S.E.	90,000	84.43%
Ryerson	190,067	6.54%
O.C.A.	90,000	200.00%
Dominicain	90,000	200.00%
TOTAL	4,848,556	15.77%

FACULTY RENEWAL PROGRAM

	1991-92
Brock	314,397
Carleton	728,409
Guelph	826,698
Lakehead	310,149
Laurentian	258,938
Algoma	52,614
Nippissing	54,056
Hearst	52,614
McMaster	829,543
Ottawa	981,734
Queen's	1,190,864
Toronto	2,485,515
Trent	207,727
Waterloo	1,037,193
Western	1,088,481
Wilfrid Laurier	207,727
Windsor	466,665
York	1,243,440
O.I.S.E.	153,671
Ryerson	573,335
O.C.A.	49,846
Dominicain	0
TOTAL	13,113,616

Response to Advisory Memorandum 91-II



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January 22, 1992

Dr. H. V. Nelles
Chairman
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M2H 2T8

Dear Dr. Nelles,

I am writing further to the Treasurer's statement of January 21, 1992, to advise you of the government's allocation of operating support for universities and related institutions in 1992-93. In establishing the operating grant level, the government has considered the advice which the council provided in Advisory Memorandum 91-II, "Government Support of the University System in 1992-93". I regret that the funding levels suggested in that advice cannot be entertained in the current fiscal climate.

The funding levels announced reflect the resources which this government expects to have available for the provision of services to the public over the next three years. Making those services more cost-effective and more responsive to the needs of the people of Ontario is an issue that must be addressed. I look forward to working with you and with representatives of the university community to address the initiatives which might be funded by the transition assistance referred to by the treasurer, and the long-term funding issues which the government and the university community continues to face. I appreciate the leading role which you and the council have agreed to undertake in the consultative process.

The allocation of operating support for universities and related institutions in 1992-93 will total

.../2

\$1,972,250,000, representing a 1% increase over the 1991-92 level prior to the adjustment announced in October 1991. Funding in 1993-94 and in 1994-95 will increase by 2% annually.

Tuition fees for all students will increase by 7%. Increased tuition fees will assist institutions to maintain quality and accessibility. Student assistance provided under the OSAP program will be adjusted to reflect this increase in tuition fees.

The Faculty Renewal program will require \$11,127,185 in 1992-93. This amount is \$1,986,000 less than was allocated to the program in 1991-92 as funding support for the 50 positions first funded by the program in 1987-88 came to an end in 1991-92. Funding levels to cover salary and benefit costs for the positions appointed in the following four years will be as follows:

- 71 positions appointed in 1988-89: \$56,235;
- 70 positions appointed in 1989-90: \$54,735;
- 62 positions appointed in 1990-91: \$53,275.

The ministry has allocated \$22,500,000 for special purpose grants. This is the amount originally allocated for this purpose in 1991-92. As previously advised, the program adjustment envelope will be discontinued and therefore no funds are to be allocated to program adjustment in 1992-93. Given that we are embarking on a consultation process to reshape the postsecondary sector, no funds should be allocated to strategic program corridor adjustments for 1992-93.

I would appreciate receiving council's advice on the 1992-93 distribution of the balance of the available funds, totalling \$1,938,623,000, for the basic grants; accessibility and transition grants; the mission-related institution-specific envelope, including bilingual grants, northern and special northern grants, differentiation and extraordinary grants; the research overheads envelope; the international graduate student waiver program; the accessibility for the disabled program; and any contingency funding which the council considers appropriate.

.../3

In considering how these funds should most appropriately be allocated between the various envelopes and amongst institutions I would request that the council balance the need for stability in institutional grants with the need to reflect enrolment pressures.

I would like to thank the council for the advice tendered in Advisory Memorandum 91-II, "Government Support for the University System in 1992-93", and I look forward to receiving the result of your further deliberations with respect to the funding allocations.

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'Richard Allen', followed by a long horizontal flourish.

Richard Allen
Minister

Response to Advisory Memorandum 91-III



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September 10, 1991

Dr. H. V. Nelles
Chairman
Ontario Council on University Affairs
7th Floor
700 Bay Street
Toronto, Ontario.
M5G 1Z6

Dear Dr. Nelles:

Thank you for your letter of June 24, 1991,
transmitting Advisory Memorandum 91-III: "Existing Program
Funding and New Degree Designation Reviews for Ryerson
Polytechnical Institute".

I am pleased to accept the recommendations contained in
the advisory memorandum. In accordance with the council's
advice, I have approved continued funding eligibility for
the following eleven programs:

- . Bachelor of Applied Arts (Interior Design)
- . Diploma and Bachelor of Applied Arts
(Environmental Health)
- . Diploma and Bachelor of Technology (Aerospace
Engineering)
- . Diploma and Bachelor of Applied Arts
(Administration and Information Management)
- . Diploma and Bachelor of Applied Arts (Hospitality
and Tourism)
- . Diploma and Bachelor of Technology (Civil
Engineering)
- . Diploma and Bachelor of Technology (Survey
Engineering)
- . Bachelor of Applied Arts (Applied Technology)

.../2

- 2 -

- . Bachelor of Technology (Graphic Communication Management)
- . Bachelor of Applied Arts (Food, Nutrition, Consumer, and Family Studies)
- . Diploma and Bachelor of Technology (Chemical Engineering)

I have also approved the council's recommendations that the Institute be granted authority to award Bachelor of Engineering Degrees in Aerospace Engineering and Chemical Engineering and not be granted the authority to grant a Bachelor of Engineering Degree in Civil Engineering.

Please extend to the members of both the council and the Academic Advisory Committee my appreciation for their advice on these matters.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Richard Allen", with a long, sweeping horizontal stroke extending to the right.

Richard Allen
Minister

Response to Advisory Memorandum 91-IV



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July 11 1991

Dr. H. V. Nelles
Chairman
Ontario Council on University
Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M2H 2T8

Dear Dr. Nelles:

Further to the recent correspondence between yourself and the minister on the review of the Ontario College of Arts' mission, programs and operations and the scrutiny of the College's 1991-92 budget, I am pleased to accept, on behalf of the minister, the advice tendered in Advisory Memorandum 91-IV, "Extra-Ordinary Grant for the Ontario College of Art for 1991-92".

Specifically:

- ° The budget as presently outlined should be approved. The College will be expected to make any necessary adjustments to planned expenses if in-year costs exceed the budgeted reserve.
- ° The College's budget and the flow of revenues and expenditures should be monitored on a quarterly basis by the Council during 1991-92, and adjustments should be made if necessary to avoid an end-of-year deficit.
- ° The college will receive a supplementary grant of up to \$300,000, matching the budget costs which result in real expenditure reductions in 1991-92, excluding expenditure deferrals or carry-forwards.

.../2

- ° The College should be instructed not to commit at least \$150,000 of budgeted equipment and furniture expenditures, or alternative budgeted expenditures which may be approved by the Council, until such time as the costs of salary settlements are known. If the held back funds are not required to accommodate the salary settlements reached, the college should then be able to choose between expending the funds as originally planned, or making an actual expenditure reduction which would entitle the college to additional matching grant funds for application towards deficit reduction.

The initial extra-ordinary grant of \$103,000, matching the expenditure reductions already identified and approved by the Council will be flowed to the college shortly. Any additional amounts to which the college becomes entitled, due to additional expenditure reductions achieved, will be flowed when these amounts are approved by the Council and are made known to the Ministry.

I am pleased to note the cooperation of the College. I trust that this cooperation will continue, and will result in a productive long-term solution to the financial problems which the College has endured.

Cordially,



for Bernard J. Shapiro
Deputy Minister

Response to Advisory Memoranda 91-V, 91-VI and 91-VII



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October 23, 1991

Dr. H. V. Nelles
Chairman
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M2H 2T8

Dear Dr. Nelles,

I am writing in response to the three advisory memoranda, that you submitted to me on September 9, 1991, on the subjects of new publicly-assisted degree granting institutions, Nipissing College and Ryerson Polytechnical Institute.

I understand the time constraints within which the council had to operate and, therefore I wish to express my sincere gratitude to the council members and staff for considering the issues involved, particularly those relating to Ryerson, so expeditiously.

I appreciate the work of the council with respect to a policy framework within which proposals for new publicly-assisted degree-granting institutions, and/or the redevelopment of existing institutions, may be considered.

I agree with the council's view that institutions within the system of publicly-assisted universities in Ontario should continue to be differentiated on the basis of whether their incorporating legislation grants them unlimited degree-granting authority or restricted degree-granting authority. I consider, however, that the naming of these types of institutions is a matter appropriately considered on a case-by-case basis.

.../2

I also agree with the council's view that universities with unlimited degree-granting authority can generally be characterised as institutions offering a broad range of degree programs at both the undergraduate and graduate levels. Such institutions may reasonably be expected to be involved in a wide range of activities addressing the broad goals of the university system. The council's definition of special-mission institutions as having restricted degree-granting authority and being more narrowly focused in nature also has merit. I also concur with the council's suggestions that single-discipline institutions should not normally be chartered as independent, provincially-assisted degree-granting institutions in Ontario.

I recognize the need to assess proposals for new institutions or the redevelopment of existing institutions in terms of such general criteria as societal need and cost; basic viability and suitability of role; and, quality and readiness for self-government. The specific criteria to be employed, the manner in which they are to be applied, and the processes by which assessments would occur, should be determined on a case-by-case basis. For example, with respect to both Nipissing and Ryerson, I believe we have enough information to make a decision without formally applying all of the criteria listed above.

The council is aware of my commitment to the issue of the public accountability of universities in Ontario, including accountability for institutional effectiveness and the ongoing quality of university programs. As was conveyed in my letter to you of September 24, 1991, I welcome the council's further exploration, with the appropriate institutions and organizations, of the idea of program review and look forward to learning the results of this work on council's part. At such time as I am in receipt of such information, as well of the recommendations of the Task Force on University Accountability, I will be in a position to respond to the council's recommendations on the issues of accountability and program review.

.../3

I envisage both Ryerson and Nipissing as special-mission institutions. With respect to Nipissing College, I will discuss, with my Cabinet colleagues, its proposed set up as a new and independent publicly-assisted degree-granting institution. I also believe that such consultation would be appropriate with respect to the status and possible re-naming of Ryerson Polytechnical Institute. I intend, therefore, to bring these matters before Cabinet and subsequently, will discuss with you, as appropriate, any implementation issues which may arise.

Once again allow me to express my appreciation for the time and effort that went into the preparation of Advisory Memoranda 91-V, 91-VI and 91-VII.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Richard Allen", with a long horizontal flourish extending to the right.

Richard Allen
Minister

Response to Advisory Memorandum 91-IX



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December 2, 1991

Dr. H. V. Nelles
Chairman
Ontario Council on University
Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Dr. Nelles:

Thank you for Advisory Memorandum 91-IX, "Review of the Formula Weighting for Theology Programs", submitted on October 10, 1991.

I am pleased to accept your advice that the procedure for submitting new graduate programs in theology for appraisal under the OCGS process be extended to include existing programs. I also agree that presently eligible programs submitted for appraisal under this procedure will remain eligible at the regular theology weight of 0.5 per term. It is understood that for graduate programs to be considered for an increase in weight, they must be offered under the jurisdiction of the graduate school of the university, and thereby subject to all of the rules and regulations that this implies, in addition to passing the OCGS quality appraisal process.

The weight for undergraduate programs, and for graduate programs which are not able to satisfy the conditions stated, will remain at their current levels of 1.0 per two term year for undergraduate and 0.5 per term for the graduate level.

Yours sincerely

Richard Allen
Minister

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Response to Advisory Memorandum 91-X



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April 10, 1992

Dr. Viv Nelles
Chairman
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M2H 2T8

Dear Dr. Nelles,

I am writing in response to the Ontario Council on University Affairs Advisory Memorandum 91-X, "The Ontario Graduate Scholarship Program, 1992-93".

In general, the ministry supports the objectives that underlie the advice. Unfortunately, as a result of the current financial constraints, no additional resources will be allocated to the program. In view of this, the ministry has no option but to maintain the program within its existing parameters for 1992-93.

I would like to thank you and the council for the time and effort that have gone into preparing the advice.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Richard Allen", with a long, sweeping horizontal line extending to the right.

Richard Allen
Minister

Response to Advisory Memorandum 91-XI



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July 25, 1992

Mr. Colin Graham
Interim Chair
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Mr. Graham,

I am writing to thank the council for submitting Advisory Memorandum 91-XI: "Graduate Program Funding, 1992-93" and Advisory Memorandum 92-I: "Undergraduate Quasi-Professional, Special and Professional Program Funding, 1992-93".

I am pleased to accept the recommendations contained in both Advisory Memoranda. The following programs have been approved for funding eligibility, at the recommended weights and categories consistent with the ministry's Operating Funds Distribution Manual:

Graduate

Carleton University	MA	Applied Language Studies
Lakehead University	MSW	Social Work
Laurentian University	MSW	Social Work
Nipissing College	MEd	Education
Queen's University	PhD	Applied Exercise Science
University of Toronto	MA	Russian and East European Studies
	PhD	Industrial Relations

.../2

University of Western Ontario	PhD	Sociocultural Kinesiology
York University	MA PhD PhD	Women's Studies Women's Studies Environmental Studies.
<u>Undergraduate</u>		
Brock University	BEd	Technological Studies
Carleton University	BEng	Environmental Engineering
University of Guelph	BSc BSc BSc BSc (Env) BSc (Env) BSc (Env) BSc (Env) BSc (Env) BSc (Env) BSc (Env) BComm	Crop Science(*) Horticultural Science(*) Urban Horticulture and Environmental Mgt(*) Earth and Atmosphere(*) Ecology(*) Geography(*) Natural Resources Mgt(*) Environmental Analysis Environmental Protection Environmetrics Housing & Real Estate Mgt
Lakehead University	BA	Native Studies(*)
McMaster University	BEng	Chemical Engineering and Society(*)
University of Ottawa	BASC BASC BA	Chemical Engineering (Environmental Option) (*) Civil Engineering (Environmental Option) (*) Second Language Teaching
Queen's University	BA	Russian & Soviet Studies(*)

.../2

University of Windsor	BMT BA	Music Therapy Planning
York University	BScN	Nursing.

(*) - Council cursory review.

Finally, I accept the council's recommendation that funding eligibility be withdrawn for the PhD program in South Asian Studies at the University of Toronto.

Please convey my appreciation to the members and staff of the council for their work in reviewing this year's program proposals.

Yours sincerely,



Richard Allen
Minister

cc: The Honourable Frances Lankin
Minister of Health

The Honourable Marion Boyd
Minister of Community and Social Services and
Minister Responsible for Women's Issues

Response to Advisory Memorandum 91-XII



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Dr. H. V. Nelles
Chairman
Ontario Council on University Affairs
LuCliff Place
700 Bay Street
Toronto, Ontario
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Dear Dr. Nelles,

I would like to thank you and the members of Council for the advice presented in Advisory Memorandum 91-XII, "The Allocation of the Government's Operating Support for the University System in 1992-93", which you submitted on March 4, 1992.

I appreciate the degree to which Council has been able to achieve a balance between the need for stability in institutional grants and the need to reflect enrolment pressures.

Council's efforts in consulting the institutions with regard to the 1992-93 allocative advice are also very much appreciated. I am sure that this endeavour will be beneficial to all.

I am pleased to accept recommendations 91-65 through 91-72. Accordingly:

- . The differentiation grant for Trent University will be \$1.789 million for 1992-93.
- . The Northern Ontario Operations Grants will total \$8.533 million, allocated as recommended with the "mini-formulae" modified to lower the annual dollar increment for 1992-93. The

.../2

Northern Ontario Mission Grants will be maintained at the \$3.0 million level until the evaluation proposed in Advisory Memorandum 88-III can be completed. The allocation of this total will be made as advised.

- . The regular bilingualism grants will total \$25.947 million for 1992-93, allocated according to the incidence of incremental bilingualism costs as identified in Advisory Memorandum 89-III. I note that Council's advice regarding whether OISE should be deemed eligible to receive support from the bilingualism grants envelope will be forthcoming, and this advice may have an impact on the eventual total grant allocated to bilingualism in 1992-93. I would ask that this review be conducted in collaboration with the Advisory Committee on Francophone Affairs.
- . An extraordinary grant of \$760 thousand will be provided to Algoma College for the 1992-93 year, as originally recommended in Advisory Memorandum 90-VII.
- . With regard to providing an extraordinary grant to the Ontario College of Art in 1992-93, a decision will be made on receipt of Council's advice.
- . The Research Overheads/Infrastructure Envelope will total \$30.569 million, distributed according to each institution's share of federal granting councils' peer-adjudicated research grants for 1988-89, 1989-90 and 1990-91, that is to say, allocated according to a revised three-year moving average (slipped two years instead of one).
- . International graduate student differential fee waivers will be distributed according to the procedures outlined in Advisory Memorandum 88-V, that is to say, according to each institution's slip-year three-year average of full-time graduate student enrolment. The value of each waiver will be \$5,740, for a total of \$5.746 million in the program of 1,001 waivers.

With regard to recommendation 91-73 (Accessibility Funding for Disabled Students) I accept Council's advice that these funds be made available according to the methodology outlined in Advisory Memorandum 88-IX, providing a total funding amount of \$4.892 million for 1992-93; however, the allocation to each institution will be modified to the **unrounded** amounts. Because the grant is small, rounding allocations to the nearest \$100, as indicated, produces quite marked variations in the annual percentage grant increase of those institutions receiving grants above the floor amount. By using unrounded figures, a uniform 1.08% annual increase is achieved. The distribution by institution is shown in the attached table.

In addition, as recommended in the preamble to 91-73, a review of the accessibility envelope for disabled students will be undertaken in 1992-93, and I request that Council co-ordinate this review.

I am also pleased to accept recommendations 91-74 through 91-76. Accordingly:

- . The distribution of \$23.352 million in Accessibility Envelope funding for 1992-93 will be made as recommended.
- . Consistent with Council's advice, \$149.526 million will be committed to transitional corridor shift funding and distributed as recommended. I note that, with total funding amounts constrained in 1992-93, the amount allocated to transition by this methodology restricts the amounts available to other funding envelopes, such as basic grants, and I appreciate the trade-offs between the formula and transition grants that Council has made.
- . \$1,683.709 million in grants will be made available through the basic grants envelope in 1992-93, and distributed as recommended. It is noted that \$800 thousand is being reserved for contingency purposes.



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1992-93

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Nineteenth
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Report



Ontario
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Nineteenth
Annual
Report
March 1, 1992
to
February 28, 1993

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September, 1993

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Summary: Letter of Transmittal



Ontario Council
on University Affairs

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The Honourable Dave Cooke
Minister of Education and Training
22nd Floor, Mowat Block
Queen's Park
Toronto, Ontario
M7A 1L2

September 1, 1993

Dear Mr. Cooke:

On behalf of Council, I have the honour to submit the 19th Annual Report of Council representing the work of Council for the period March 1, 1992 to February 28, 1993.

I have now completed one year of my term as Chair of Council. This year has been one of significant interest for me. I have spent a great deal of time visiting the universities, the unions and organizations representing students, faculty, support staff and administrations. I also chaired the Council's hearings which were held in the fall of 1992 in Kingston, North Bay, Waterloo and Toronto. I have met many people and have appreciated the warm welcome which I have received everywhere.

Most of all, however, I have come to recognize and appreciate the many accomplishments of the universities throughout Ontario which have been made possible by the skill and dedication of students, faculty, alumni, support staff and administrations. We should all pause to reflect on the fact that the Ontario universities grew by 46,830 FTE enrolments between 1985-86 and 1992-93, an increase of 21.3%. This expansion represents the equivalent of the addition of a university larger than the current size of the University of Toronto. We all too often take for granted growth of this magnitude.

In my visits to campuses, I have seen numerous research centres in fields of scientific and technical endeavour as well as the social sciences, many

.../2

examples of innovative approaches to teaching and learning, exciting developments in the ways libraries provide service to students and faculty, and efforts to bring about both educational equity and equity in employment practices. I have also seen universities struggle to maintain and improve the quality of the services which they provide. I am also impressed by the sheer size and diversity in the university system which serves such a vast territory and communities with such diverse needs.

Despite these accomplishments, however, much remains to be done. The demands society makes of universities in their capacity as research and learning institutions will continue to grow. There are demands for access by a growing population, demands for equity and quality. The public expects that we fulfil these demands with static or declining public sector resources through increasing efficiency and effectiveness. Achieving this will not be easy in the current economic climate, but the goal of maintaining and improving the learning and research environment in Ontario universities is a worthy one.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Joy Cohnstaedt". The signature is fluid and cursive, with the first name "Joy" written in a more stylized, looped manner.

Joy Cohnstaedt,
Chair

Members and Officers of the Ontario Council on University Affairs 1992-93

Dr. Hashim Ahmed
(1995) Mississauga

Dr. George Bancroft
(1995) Willowdale

William Broadhurst
(1993) Toronto

Joy Cohnstaedt
(1995)
Chair (from Sept. 92)

Suzanne Fortier
(1995) Kingston

Colin Graham
(1993) Toronto
Interim Chair
(June 92 to Sept. 92)

Evelyn Ruth Ham
(1995) Sudbury

Tim Jackson
(1994)

Judith Knelman
(1995) London

Patrick Lawlor
(1994) Toronto

Gilbert Levine
(1995) Ottawa

Harriet Lyons
(1993) Waterloo

John Meyer
(1995) Windsor

Henry (Viv) Nelles
(May 1992) Toronto
Chairman (until May 92)

William Owen
(1994) Toronto

Jill Vickers
(1994) Ottawa

Gary Warner
(1994) Hamilton

Rodger Cummins
Senior Policy Advisor
to Chairman

Sheila Lucas
Administrative Assistant

Diana Royce
Research Officer

Marny Scully
Research Officer

Paul Stenton
Manager, Research and
Policy Analysis

Anna Uppal
Research Officer

*(Members' terms expire on last day of February
of the year indicated in parentheses)*

Members of the Academic Advisory Committee 1992-93

Malcolm Bibby
(March 31, 1995) Ottawa

Trudy Bunting
(March 31, 1995) Kitchener

Peter E. Egelstaff
(May 31, 1995) Waterloo

Professor Jean-Louis Major
(September 30, 1993) St. Isidore de Prescott
Chairman from April 1, 1992

Sandra Olney
(July 31, 1994) Kingston

Spruce Riordon
(March 31, 1992) Nepean
Chairman from January 1, 1990
to March 31, 1992

Denis Shaw
(March 31, 1992) Hamilton

Joseph David Shorthouse
(March 31, 1995) Sudbury

Carolyn J. Tuohy
(September 30, 1994) Toronto

Alden H. Warner
(December 31, 1992) Windsor

Introduction

Introduction

The Nineteenth Annual Report of the Ontario Council on University Affairs covers the period of March 1, 1992 to February 28, 1993 and contains the full text of all Advisory Memoranda issued during the year. The report also contains a list of Council's public meetings for the year and the responses of the Government to the recommendations made by Council.

Council's Advisory Memoranda

92-I Undergraduate Quasi-Professional, Special and Professional Program Funding 1992-93

1.0 Introduction

In this Memorandum, the Ontario Council on University Affairs recommends on the funding eligibility of 22 undergraduate programs in accordance with the procedures for full review set out in Advisory Memorandum 82-VII, "Undergraduate Program Approvals" and the procedures for cursory review set out in Advisory Memorandum 89-I, "New Undergraduate Quasi-Professional, Special and Professional Program Funding".

With respect to Bilingual and French-language undergraduate programs, Council, for the first time, also has the benefit of the advice of the recently established Advisory Committee on Francophone Affairs (ACFA), regarding the extent to which programs proposed for funding eligibility meet the needs of the Francophone community in Ontario.

The following programs were considered by the Academic Advisory Committee for funding eligibility during the 1991-92 cycle of undergraduate program approvals:

Brock University

Technological Studies (BEd) - See Appendix A

Carleton University

Environmental Engineering (BEng) - See Appendix B

University of Guelph

Crop Science (BSc[Spec. Honours Plant Biology]), Cursory Review - See Appendix C

Earth and Atmosphere Science (BSc[Env]), Cursory Review - See Appendix D

Ecology (BSc[Env]), Cursory Review - See Appendix E

Environmental Analysis (BSc[Env]) - See Appendix F

Environmental Protection (BSc[Env]) - See Appendix G

Environmetrics (BSc[Env]) - See Appendix H

Geography (BSc[Env]), Cursory Review - See Appendix I

Horticultural Science (BSc[Specialized Honours Plant Biology]), Cursory Review - See Appendix J

Housing and Real Estate Management (BComm) - See Appendix K

Natural Resources Management (BSc[Env]), Cursory Review - See Appendix L

Urban Horticulture and Environmental Management (BSc[Specialized Honours Plant Biology]), Cursory Review - See Appendix M

Lakehead University

Native Studies (BA), Cursory Review - See Appendix N

McMaster University

Chemical Engineering and Society (BEng[Soc]), Cursory Review - See Appendix O

University of Ottawa

Second Language Teaching (Concentration and Honours BA) - See Appendices P & Q

Chemical Engineering (Environmental Option) (BAsC), Cursory Review -

See Appendix R

Civil Engineering (Environmental Option) (BAsC), Cursory Review - See Appendix S

Queen's University

Russian & Soviet Studies (Honours BA), Cursory Review - See Appendix T

University of Windsor

Music Therapy (BMT) - See Appendix U

Planning (Honours BA) - See Appendix V

York University

Nursing (BScN) - See Appendix W

2.0 Recommendations

Council has considered the advice of its Academic Advisory Committee and, where appropriate, the Advisory Committee on Francophone Affairs. Council is convinced that all 22 programs should be recommended to the Minister for funding eligibility, even in a time of economic constraint.

Although it appears that no programs were rejected during this cycle of the program approvals process, this is not the case. In fact, an additional seven undergraduate programs were withdrawn from the process in consultation with the Academic Advisory Committee. Another program has been deferred pending the receipt of additional information.

Institutions which withdrew programs from the current cycle of the review process did so usually because it was evident from the additional information sought by the Academic Advisory Committee that a sufficiently convincing case could not be made to support the request for funding eligibility at this time. Some of these programs may be submitted during the next cycle of program reviews with additional supporting documentation. Others will not.

The program approvals process not only provides an invisible screen discouraging programs that cannot make a compelling case for funding eligibility from being presented for consideration, the process pursued by the Academic Advisory Committee also encourages universities to withdraw such programs which have been submitted. The remainder, then, are programs which Council considers to be programs worthy of funding eligibility, even in a time of economic constraint. Council notes that under the Corridor Funding system, no additional money will necessarily flow to the institutions for these new programs.

Council wishes to mention that although both Advisory Committees have provided advice regarding the funding eligibility of the French as a First Language (FFL, BEd) program at York University (Glendon College), this advice is still under consideration by Council and will be submitted to the Minister at a later date.

Accordingly, Council *recommends to the Minister:*

OCUA 92-1

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF EDUCATION PROGRAM IN TECHNOLOGICAL STUDIES AT BROCK UNIVERSITY FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BEd program in Technological Studies at Brock University be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-2

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF ENGINEERING PROGRAM IN ENVIRONMENTAL ENGINEERING AT CARLETON UNIVERSITY FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BEng program in Environmental Engineering at Carleton University be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-3

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE (SPECIALIZED HONOURS PLANT BIOLOGY) PROGRAM IN CROP SCIENCE AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BSc(Specialized Honours Plant Biology) program in Crop Science at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the upper years of the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-4

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE IN ENVIRONMENTAL SCIENCES PROGRAM IN EARTH AND ATMOSPHERE SCIENCE AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BSc(Env) program in Earth and Atmosphere Science at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-5

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE IN ENVIRONMENTAL SCIENCES PROGRAM IN ECOLOGY AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BSc(Env) program in Ecology at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 - the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-6

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE IN ENVIRONMENTAL SCIENCES PROGRAM IN ENVIRONMENTAL ANALYSIS AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BSc(Env) program in Environmental Analysis at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-7

*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE
IN ENVIRONMENTAL SCIENCES PROGRAM IN ENVIRONMENTAL
PROTECTION AT THE UNIVERSITY OF GUELPH FOR FUNDING
PURPOSES FOR 1992-93*

THAT, enrolment in the BSc(Env) program in Environmental Protection at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-8

*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE
IN ENVIRONMENTAL SCIENCES PROGRAM IN ENVIRONMETRICS AT THE
UNIVERSITY OF GUELPH FOR FUNDING PURPOSES FOR 1992-93*

THAT, enrolment in the BSc(Env) program in Environmetrics at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-9

*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE
IN ENVIRONMENTAL SCIENCES PROGRAM IN GEOGRAPHY AT THE
UNIVERSITY OF GUELPH FOR FUNDING PURPOSES FOR 1992-93*

THAT, enrolment in the BSc(Env) program in Geography at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 - the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-10

*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE
(SPECIALIZED HONOURS PLANT BIOLOGY) PROGRAM IN
HORTICULTURAL SCIENCE AT THE UNIVERSITY OF GUELPH FOR
FUNDING PURPOSES FOR 1992-93*

THAT, enrolment in the BSc(Specialized Honours Plant Biology) program in Horticultural Science at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the upper years of the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-11

*ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF COMMERCE
PROGRAM IN HOUSING AND REAL ESTATE MANAGEMENT AT THE
UNIVERSITY OF GUELPH FOR FUNDING PURPOSES FOR 1992-93*

THAT, enrolment in the BComm program in Housing and Real Estate Management at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 2 with a weight of 1.5 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-12

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE IN ENVIRONMENTAL SCIENCES PROGRAM IN NATURAL RESOURCE MANAGEMENT AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BSc(Env) program in Natural Resource Management at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined.

OCUA 92-13

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE (SPECIALIZED HONOURS PLANT BIOLOGY) PROGRAM IN URBAN HORTICULTURE AND ENVIRONMENTAL MANAGEMENT AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BSc(Specialized Honours Plant Biology) program in Urban Horticulture and Environmental Management at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the upper years of the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-14

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF ARTS IN NATIVE STUDIES AT LAKEHEAD UNIVERSITY FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BA program in Native Studies at Lakehead University be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 1 with a weight of 1.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-15

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF ENGINEERING AND SOCIETY PROGRAM IN CHEMICAL ENGINEERING AND SOCIETY AT McMASTER UNIVERSITY FOR 1992-93

THAT, enrolment in the BEng(Soc) program in Chemical Engineering and Society at McMaster University be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to receive the program weights of 1.5 for years 2 and 4 and a weight of 2.0 for years 1, 3 and 5 as outlined in The Ontario Operating Funds Distribution Manual.

Council has carefully reviewed the reports and attendant advice of both the Advisory Committee on Francophone Affairs and the Academic Advisory Committee regarding the eligibility for funding of the Concentration and Honours BA program in Second Language Teaching submitted by the University of Ottawa. Council noted that both Committees recommended that the program be recommended to the Minister for funding eligibility. However, the Advisory Committee on Francophone Affairs indicated that its support was conditional upon the receipt of an attestation by the University of Ottawa that the program was completely managed by the Faculty of Education.

After careful review of the Academic Advisory Committee's report, which indicates clearly that a study was undertaken to verify whether or not the proposed program was in fact a program in Education, and that this study revealed that the program was primarily founded upon linguistics courses, Council believes that it would be inappropriate for this BA program to be required to be managed by the University of Ottawa's Faculty of Education.

As a result of the foregoing, Council, therefore, *recommends to the Minister:*

OCUA 92-16

ELIGIBILITY OF ENROLMENT IN THE CONCENTRATION AND HONOURS BACHELOR OF ARTS PROGRAM IN SECOND LANGUAGE TEACHING AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the Concentration and Honours BA program in Second Language Teaching at the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the upper years of the Honours program to be in Category 2 with a weight of 1.5 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-17

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF APPLIED SCIENCE PROGRAM IN CHEMICAL ENGINEERING (ENVIRONMENTAL OPTION) AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BASc program in Chemical Engineering (Environmental Option) at the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-18

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF APPLIED SCIENCE PROGRAM IN CIVIL ENGINEERING (ENVIRONMENTAL OPTION) AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BASc program in Civil Engineering (Environmental Option) at the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-19

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN RUSSIAN & SOVIET STUDIES AT QUEEN'S UNIVERSITY FOR 1992-93

THAT, enrolment in the Honours BA program in Russian & Soviet Studies at Queen's University be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the upper years of the program to be in Category 2 with a weight of 1.5 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-20

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF MUSIC THERAPY PROGRAM IN MUSIC THERAPY AT THE UNIVERSITY OF WINDSOR FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the BMT program in Music Therapy at the University of Windsor be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-21

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN PLANNING AT THE UNIVERSITY OF WINDSOR FOR FUNDING PURPOSES FOR 1992-93

THAT, enrolment in the Honours BA program in Planning at the University of Windsor be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-22

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE POST-DIPLOMA PROGRAM IN NURSING AT YORK UNIVERSITY FOR 1992-93

THAT, enrolment in the BScN Post-Diploma program in Nursing at York University be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 3 with a weight of 2.0 as outlined in The Ontario Operating Funds Distribution Manual.

Dr. H. V. Nelles,
Chairman

March 20, 1992

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Technological Studies (BEd)
Brock University**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On July 26, 1991, Brock University submitted the new quasi-professional Bachelor of Education program in Technological Studies to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) and to the Teacher Education Council of Ontario (TECO) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

Brock University indicates that the proposed program will provide teachers qualified to teach the new technology courses being developed by the Ministry of Education in the intermediate and senior divisions of the Ontario publicly-funded school system. The program includes a complete teacher education curriculum combined with courses in technological and design-related fields. Subject options will be offered in two areas: Design and Technology, and Technological Studies.

Brock University's proposal, developed jointly with Mohawk College of Applied Arts and Technology, includes a consecutive program for Baccalaureate degree holders and a continuous program for individuals with a Diploma in Technological Studies.

Graduating students of the consecutive program will receive a Bachelor of Education, an Ontario Teaching Certificate, and parts one and two of the Design and Technology Additional Qualifications (AQ) credits. Students graduating from the Technological Studies option, in addition, qualify to receive the Technological Studies Certificate.

2. Academic Quality

The program was approved by the Senate of Brock University on December 19, 1990.

3. Financial Viability

Brock University indicated that the program was approved by the Board of Trustees on June 25, 1991, without qualification and for an indefinite period.

Program Adjustment funds for 1990-91 and 1991-92 funding years have also been approved for this program.

4. Projected Enrolment

Brock University indicates that it projects a year-one in-take level of 15 students for both the consecutive and continuous program formats. The program is expected to reach a steady-state total enrolment level of 45 students in 1993-94.

5. Co-operation with other Post-Secondary Institutions

The proposed program has been developed cooperatively between Brock University and Mohawk College of Applied Arts and Technology. Mohawk College will be providing the technical education and training necessary for candidates to teach technical and design-related subjects in: basic hand tool skills, portable machine tools and industrial machines related to wood, metal and plastics technology, an introduction to computer processes and some aspects of home maintenance. Opportunities to pursue interests in one of the four main subject areas - Communications Technology, Manufacturing Technology, Construction Technology, and Transportation Technology - will also be provided by Mohawk College.

Brock University will provide the "standard" teacher education year that presently exists at the Faculty of Education, in cooperation with the four local school boards. The program will have a field-based emphasis with resources being shared by the Faculty of Education and the school boards. Electives taken within the Faculty of Education will be concentrated in Technological Studies or Design and Technology. Utilizing Brock University's programs and facilities for teacher education and Mohawk College's facilities and resources for technology, it is hoped that an excellent structure for future technology teachers will be put in place.¹

6. Societal Need and Student Demand

Technological Studies programs offered by Ontario's secondary schools are currently undergoing change. New directions provided by the Ministry of Education have resulted in a significant shift from specialized trades training to a more broadly-based technological emphasis. A new draft guideline for Design and Technology, known previously as Industrial Arts, indicates that the future emphasis will be on a technology approach rather than an arts approach.

Brock University argues that the most important implication of such change is the societal need for a new type of Technological Studies teacher with a broadly-based technological background and approach to teaching. This notion is supported by representatives of school boards, who have stated their need to employ individuals with such skills and knowledge. The Director of Education at the Niagara South Board of Education indicated the difficulties encountered in recruiting appropriate teachers for these courses and recognized the societal need, satisfied by the Brock program, in his following statement:

As we move to implement broad-based technologies in our schools, we have difficulty finding the appropriate teacher expertise and experience. This exciting new program will begin to provide school systems with teachers capable of delivering these new programs.²

Brock University also indicated that graduates of this program will be qualified to teach in other academic areas as well as Technology Studies. The Director of Education at Hamilton-Wentworth Roman Catholic Separate School Board indicated his support for the program and stated that:

-
1. Brock University, Submission to OCUA for Funding Approval of the Technological Studies Program, July 26, 1991, p. 9.
 2. Letter from W.T. Millar, Director of Education, Niagara South Board of Education to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, January 7, 1992.

This co-operative articulation undertaking addresses a need for teachers to be well qualified in the new Broad-based Technologies programs. Successful candidates would hold qualifications which would allow them to teach in both technology and academic areas of study. This flexibility would certainly be welcomed in many school systems.³

Other factors have been cited by Brock University as expanding the future demand for Technological Studies teachers. Brock University argues that approximately 25% of the current teaching force in this field is projected to retire within the next five years. This large number of expected retirements will further increase the demand for qualified teachers. As well, Technology Studies programs in the Catholic School Boards have expanded recently and the demand for teachers from this source is also expected to increase.

Brock University argues that recent survey data indicate that the shortage of Technological Studies teachers has grown dramatically. A report prepared in 1989 by OSSTF/FEESO based on a survey of the supply and demand of teachers of Technological Studies in Ontario, estimates that the shortage of Technological Studies teachers has reached crisis proportions.⁴ This report also recommended to the Ministry of Education and the Ministry of Colleges and Universities that prompt and decisive action should be taken to resolve the situation. A 1989 needs survey indicated that a minimum of 360 new Technological Studies teachers would be required in Ontario schools for September, 1989 with a supply of only 118 being available as graduates from the Faculties of Education in Ontario as of June, 1989.

This shortfall has led school boards to employ individuals with Diploma courses in Technological Studies and on Letters of Permission from the Ministry of Education enabling them to teach Technological Studies in Ontario. In 1989-90, there were 130 Letters of Permission in Ontario for teaching in this area. Queen's University's Faculty of Education has also responded to the shortfall by initiating a two-part summer program in Technological Studies which began in the summer of 1989.

Student demand for the proposed program is expected to be strong. Brock University's Registrar's Office reports that regular enquiries concerning Brock's Technological Studies program have been received. Mohawk College also indicates that it has received on-going interest, frequently expressed by students enrolled in the Technological Studies Diploma program.

Brock University indicates that it does not foresee any difficulty filling the projected 15 places with qualified applicants. Approximately 28 applications were received from qualified applicants subsequent to the program advertisement being distributed by Brock University in April, 1990. The University is confident that sufficient student demand exists for it to meet its projected enrolment levels on a long-term basis.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

Brock University notes that the proposed program is unique in that it provides students with a Bachelor of Education degree in Technological Studies. The Committee notes that

3. Letter from Mr. Jerry G. Ponikvar, Director of Education, The Hamilton-Wentworth Roman Catholic Separate School Board to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, January 9, 1992.

4. Brock University, *Ibid.*, p. 10.

other Faculties of Education in Ontario offer Diploma programs in Technological Studies. These include Queen's University, the University of Toronto, the University of Ottawa and The University of Western Ontario.

8. Local and Regional Support for the Program

The Co-ordinator of the proposed Technological Studies program attests to the strong support for the program received from local school boards.⁵ Specifically, it has been indicated that Boards in the region have agreed to support the program directly through the provision of facilities and equipment, and by encouraging staff to act as tutors, advisors and associate teachers. As well, the Niagara South Board of Education and the Board of Education for the City of Hamilton have expressed their intention to support the program through the provision of practice teaching placements.

Directors of Education from the following eight boards of education have provided letters of support for the program: Niagara South Board of Education, the Haldimand Board of Education, the Hamilton-Wentworth Roman Catholic Separate School Board, the Lincoln County Board of Education, the Lincoln County Catholic School Board, the Welland County Roman Catholic Separate School Board, the Wentworth County Board of Education, and the Board of Education for the City of Hamilton. The following statement made by one school board is representative of the strong local and regional support for the program:

The Hamilton Board of Education has supported this program from its inception... To date we have been most impressed with the quality of candidates taking practice teaching sessions in our schools. Therefore we plan to continue supporting your program in the future.⁶

Comments received from the Council of Ontario Universities indicate that support for the proposed program exists within the Ontario university system. Comments received from the Teacher Education Council of Ontario indicated general support for the program as well. Minor concerns were registered by TECO regarding Regulation 269⁷ and the curriculum guideline for the proposed program. Additional information provided by Brock University indicated to the Committee that neither of the initial points raised by TECO would continue to be areas of concern by the time students were admitted into the program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed program.

9. Institutional Appropriateness

The proposed program is based upon existing program strengths and resources drawn from the Faculty of Education at Brock University. Brock University states that its Faculty of Education "has in place an excellent structure for accommodating the professional education of teachers."⁸ Brock also argues that its partnership with Mohawk College is an

5. Letter from Mr. Ted Kish, Co-ordinator of Technological Studies Education Program, Brock University to Dr. A.C. Bennett, Associate Vice-President, Academic, Brock University, July 10, 1991.

6. Letter from Mr. Keith Rielly, Director, The Board of Education for the City of Hamilton to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, January 28, 1992.

7. A Ministry of Education Regulation which governs Ontario Teachers' Qualifications.

8. Brock University, *Ibid.*, p. 13.

effort to utilize existing expertise and resources rather than duplicate expenditures in a time of financial constraint.

The Academic Advisory Committee is satisfied that this program is an appropriate development at Brock University.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Education program in Technological Studies at Brock University be recommended as eligible for counting.

Academic Advisory Committee

February 20, 1992

Appendix B

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Environmental Engineering (BEng)
Carleton University**

**New Undergraduate Professional Program
Considered for Funding Eligibility**

On July 15, 1991, Carleton University submitted the new professional Bachelor of Engineering program in Environmental Engineering to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) which in turn forwarded the program to the Committee of Ontario Deans of Engineering (CODE) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

Environmental Engineering, as a discipline, applies the subjects of Science, Engineering and Mathematics to solve problems related to the environment. Graduates of the proposed Environmental Engineering program will be trained in the areas of conceptualization, mathematical modelling, and the solution of problems in environmental engineering, environmental impact assessment studies, and environmental planning and decision-making.

The proposed four-year undergraduate curriculum consists of one-and-a-half years of a common engineering core followed by specialization in Environmental Engineering in the latter two-and-a-half years of the program. The program of study will be complemented by laboratory and field studies as well as the examination of case histories.

2. Academic Quality

The program was approved by the Senate of Carleton University on June 4, 1991.

3. Financial Viability

The Academic Advisory Committee notes that the President of Carleton University has certified in his letter of June 15, 1991 that the University is committed to ensuring the financial viability of the program.¹

4. Projected Enrolment

The University projects an initial year-one and steady-state admission level of 40 students for the program. A projected steady-state total enrolment of 150 students is expected to be achieved by 1996-97.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other post-secondary institutions is anticipated.

1. Letter from Dr. Robin H. Farquhar, President, Carleton University to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, July 15, 1991.

6. Societal Need and Student Demand

Carleton University argues that the demand for Environmental Engineers now, and in the future, is considerable. Arguments made regarding the source of this growth in demand are broad. Generally, it is argued that increasing demands by the growing population upon the world environment have created a greater number of pollutants and larger number of environmental problems. At the same time, a "greener ethic" has developed among the general public as people have become more concerned with a healthy environment.

Carleton University argues that these two simultaneous changes in society have greatly contributed to the increased pressure exerted upon government to put stricter regulatory requirements in place for many sectors of the economy. As well, increased concern for the environment has created strong public pressure to clean-up existing environmental problems. Such changes which have occurred in the population's demands and attitudes are argued by Carleton University to have created an increased need in most sectors of the economy for expertise to deal with environmental issues and problems.

The types of skills and knowledge required in the practice of environmental engineering vary according to the type of employment. Employment opportunities for graduates are stated by Carleton University to be concentrated in three areas: consulting firms, industry and government.

Environmental engineering consulting includes: "the development of programmes to preserve the land/water interface, watershed planning and the development of master plans for sustainable development".² Carleton University argues that demand for environmental expertise in this area has grown considerably in the last few years.

The industrial sector is expected to experience an ongoing demand for environmental engineers which will be substantial. Typical assignments in industry for environmental expertise might include: development and monitoring of pollution control systems, obtaining approval for such systems, emissions and noise pollution control assessments and development of site remediation techniques.

Carleton University indicates that the expertise of Environmental Engineers is sought by all levels of government. At the local level, environmental expertise is required for such local responsibilities as the development and planning of conservation programs, administration of pre-treatment programs, and inspection and compliance monitoring of water treatment plant operations. At the provincial level, the development of policy and planning of provincial statutes requires the expertise of Environmental Engineers. Finally, at the federal level, employment opportunities exist for Environmental Engineers with expertise that can be applied to the development and enforcement of regulations which protect the Federal Lands and Institutions of Navigable Waters as well as the development of policy and regulations relating to the protection of the atmosphere, ground water, mineral resources, land and energy resources.

Carleton University also notes that Environmental Engineers are sought by several international agencies which focus on international development.

Comments received from numerous individuals representing a broad scope of industries, government operations, consulting firms, educational institutions and school boards indicated extensive support for this program. For example, letters of support have been received from representatives of the following:

Ministry of Fisheries and Oceans;
Ministry of Transport;

2. Carleton University, Request for Funding Eligibility: Environmental Engineering Program, July 15, 1991, p. 21.

City of Ottawa--Department of Engineering and Works;
Technical Services Council;
The Procter & Gamble Company;
Energy, Mines, and Resources of Canada;
Ministry of Municipal Affairs;
Atomic Energy Control Board.

Statements made by many potential employers who commented on the program, provided evidence of the numerous career opportunities available to graduates of this program. Many potential employers also commented on the growth in the demand for such expertise. For example, the City of Ottawa projects an increased need for Environmental Engineers in the specific area of water management.

There is a need for academic training in the engineering field focusing on the protection and enhancement of the environment. The demand for this service has grown rapidly in recent years... The specific needs identified by the Engineering Branch are in the area of water quality in receiving waters, the adverse effects of urban stormwater on them and the means by which the effects are dealt with. They foresee a require[ment] for at least two environmental engineers in their Branch.³

Similarly, comments made by one consultant indicated the growth in demand for environmental expertise among consulting firms:

We have noticed a dramatic increase in the number of firms becoming involved in the environmental field. At the present moment we are seeking eighteen experienced Environmental Engineers for our client companies just in the province of Ontario.⁴

Carleton University argues that current environmental education and research is not sufficient to address today's environmental issues and problems. Recent studies conducted by the Association of Environmental Engineering Professors indicate that universities are producing insufficient numbers of trained professionals in this area despite the escalating societal demand for employable graduates. The findings of the report -- Engineering The Future: A Report on the Availability of Engineers in Canada and the supplementary report by DALCOR Inventures Limited -- indicate that 400 Environmental Engineers will be needed in the job market per annum over the next 15 years, whereas only 80-100 Environmental Engineers will be produced under the current array of graduate and undergraduate programs.

Carleton University argues further that the shortage of human resources is projected to be compounded by the fact that the mid-career professional possesses environmental engineering skills somewhat different than those required. For example, the control of toxic and hazardous substances is a more recent environmental problem that traditional environmental training has not addressed. Carleton University indicates that it is their belief that the complexity of contemporary environmental engineering problems will place further

3. Letter from Mr. Paul McDonald, Coordinator, Environmental Services, City of Ottawa to Mr. A.M. Khan, Department of Civil Engineering, Carleton University, November 1, 1990.

4. Letter from Mr. Ray Chafe, Consultant, Technical Service Council to Dr. A.P.S. Selvadurai, Professor of Civil Engineering, Carleton University, November 5, 1990.

demands on educational institutions for specialized training in environmental engineering.

Student demand for the proposed program is expected to be strong. A survey conducted by Carleton University suggests that at least 25.5%, or 91 Year-One Engineering students, would have registered in the proposed Environmental Engineering program in 1990-91 if it had been offered.

The Committee notes that the above statistics suggest that the pool of students entering the program would simply be individuals shifting from other engineering programs to Environmental Engineering. Carleton University believes, however, that many new students, who would otherwise not consider engineering as a career, will be attracted to the proposed program. In particular, informal surveys among women students at Carleton University indicate that women students find Environmental Engineering an attractive career opportunity. The University, therefore, expects an increased number of females to apply for entry into the proposed program. Carleton University does not anticipate difficulty filling the 40 available student places in the proposed program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

The Committee notes the existence of two other Environmental Engineering programs at the University of Windsor and the University of Guelph. The Committee also notes that environmental options in Civil and Chemical Engineering are currently being proposed by the University of Ottawa. Job market projections indicate that substantial societal demand for graduates exists. The Committee concludes that any duplication of existing programs at other universities in Ontario is, therefore, justifiable.

8. Local and Regional Support for the Program

Letters of support have been received from the Ottawa Board of Education, the Carleton Board of Education and a local secondary school. All suggest that environmental issues are important societal considerations and all see career opportunities for students in the region.

As previously noted, letters have also been received from numerous potential employers in the Ottawa area indicating support for the program and a demand for graduates.

CODE's comments provided by the Council of Ontario Universities indicate that support for the proposed program exists within the Ontario university system.

9. Institutional Appropriateness

Carleton University argues that engineering is an existing strength at the University. In fact, five other engineering programs are currently in place at the undergraduate level including Civil, Chemical, Aerospace, Computer Systems and Mechanical Engineering.

Carleton University also states that new facilities, including additional space, will be made available to the Faculty of Engineering by January, 1992.

The Academic Advisory Committee is satisfied that this program is an appropriate development at Carleton University.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Engineering program in Environmental Engineering at Carleton University be recommended as eligible for counting.

Academic Advisory Committee
January 24, 1992

Appendix C

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Crop Science (BSc [Specialized Honours Plant Biology])
University of Guelph**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 30, 1991, the University of Guelph submitted its new undergraduate, quasi-professional Bachelor of Science program in Crop Science (BSc [Plant Biology]) for funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment. Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed Bachelor of Science in Crop Science (BSc [Specialized Honours Plant Biology]) program results from modifications to a previously existing Bachelor of Science - Agriculture (BScAgr) degree program in Crop Science. The new program de-emphasizes the production agriculture component of the previous program and increases emphasis on the physiology, biochemistry, genetics and pest management aspects of Crop Science. Students will take courses which were already available within a variety of previously existing programs. Core courses include applied and basic sciences in Plant Biology with emphasis on those related to crop production. The program will have a co-op component involving four work-term semesters.

The University of Guelph indicates that the new program is a component of a major reorganization and rationalization of programs related to Plant Biology in order to offer students more flexibility in course selection and career choice. Graduates will be qualified to pursue careers in education, communications, government or industry, as well as more specialized careers in the service industries related to crop production, the food industries, Agriculture Canada and the Ontario Ministry of Agriculture and Food. Graduates would also have an excellent background for the pursuit of graduate studies in Plant Biology or Agriculture.

Some enrolment will be transferred to the proposed program from the previously existing Bachelor of Science and Bachelor of Science (Agriculture) programs. The University of Guelph projects an enrolment level of 10 students in the Crop Science stream in Year Five of the Plant Biology BSc program's operation.

The proposed new degree name was approved by the Senate of the University of Guelph on June 19, 1990.

COU comments indicated that there was system-wide support for the proposed modification.

The Academic Advisory Committee is satisfied that the modification of an existing Bachelor of Science-Agriculture (BScAgr) program in Crop Science to a Bachelor of Science (Specialized Honours Plant Biology) program in Crop Science at the University of Guelph is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Science (Specialized Honours Plant Biology) program in Crop Science at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee

December 13, 1991

Appendix D

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Earth and Atmosphere Science (BSc[Env])
University of Guelph****New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility****(Cursory Review)**

On July 31, 1991, the University of Guelph submitted its new quasi-professional Bachelor of Science in Environmental Sciences (BSc[Env]) program in Earth and Atmosphere Science for funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment. Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed Bachelor of Science in Environmental Sciences (BSc[Env]) program in Earth and Atmosphere Science is one of a number of new programs developed within a new Bachelor of Science in Environmental Sciences degree recently created at the University of Guelph. The new degree designation was created in order to rationalize and co-ordinate a number of existing courses and programs related to issues in environmental science. The new programs are situated within a new interdisciplinary Faculty of Environmental Sciences. All students pursuing the BSc(Env) degree will be required to take a core of Environmental Science courses in addition to a program of specialized study.

The proposed program in Earth and Atmosphere Science results from the amalgamation of two existing majors -- Environmental Soil Science and Earth Science. Options will be offered within this major in Soil Science, Geology and Geomorphology. The University of Guelph indicates that eight new courses are involved in this restructured package. A co-op option is available.

The new program will benefit from significant co-operation with Geochemistry, Mineralogy and Hydrology faculty at the University of Waterloo. These faculty members will teach courses at the University of Guelph from time to time. One University of Guelph faculty member involved in the program holds a joint appointment with the University of Waterloo. Students will have the opportunity to receive credit for courses taken at either institution.

The University of Guelph notes that the proposed restructuring of the existing programs in Environmental Soil Science and Earth Science

will greatly strengthen the teaching program and the student's individual educational experience ... The other aspect of the rationale is ... the recognition of the need for interdisciplinary perspectives in order to tackle the real environmental problems faced in society.¹

1. University of Guelph, Brief to the Ontario Council on University Affairs on the Bachelor of Science in Environmental Sciences Degree at the University of Guelph, July 31, 1991, pp. 11 - 12.

The University of Guelph expects that graduates will find employment primarily within industry, the public service and environmental consulting firms. Supporting documentation was provided from potential employers such as Dr. J. Walker of Rowan Williams Davies & Irwin Inc., Consulting Engineers (microclimate specialists) who stated "[T]he proposed program, particularly the atmosphere sciences elective, is of great interest to us and we will definitely consider graduates for employment."²

Evidence provided by the University of Guelph indicates that student demand for the majority of existing courses to be offered within the restructured major is strong and growing. The Academic Advisory Committee expects the University will have no difficulty in meeting the projected steady-state enrolment-level of 15 students by 1994.

The proposed new major was approved by the Senate of the University of Guelph on June 18, 1991.

COU's comments indicated that there was system-wide support for the proposed modification.

The Academic Advisory Committee is satisfied that the amalgamation of two existing Science majors leading to the creation of a Bachelor of Science in Environmental Sciences program in Earth and Atmosphere Science at the University of Guelph is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Science in Environmental Sciences (BSc(Env)) program in Earth and Atmosphere Science at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee
December 13, 1991

2. Letter from Mr. John I. Walker, PhD, Project Manager, Rowan Williams Davies & Irwin Inc., Consulting Engineers to Professor S. Hiltz, Co-ordinator, Environmental Science Program, Department of Land Resource Science, University of Guelph, June 17, 1991.

Appendix E

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Ecology (BSc[Env])
University of Guelph**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 31, 1991, the University of Guelph submitted its new undergraduate, quasi-professional Bachelor of Science in Environmental Sciences (BSc[Env]) program in Ecology for funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment. Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed Bachelor of Science in Environmental Sciences (BSc[Env]) program in Ecology is one of a number of new programs developed within a new Bachelor of Science in Environmental Sciences degree recently created at the University of Guelph. The new degree designation was created in order to rationalize and co-ordinate a number of existing courses and programs related to issues in environmental science. The new programs are situated within a new interdisciplinary Faculty of Environmental Sciences. All students pursuing the BSc(Env) degree will be required to take a core of Environmental Science courses in addition to a program of specialized study.

The proposed program in Ecology is based on an existing BSc program in Ecology. Four new courses are required to incorporate the environmental science core courses.

The University of Guelph indicates that by moving the existing program into the BSc(Env) degree stream, it will more effectively integrate the teaching of Ecology at the undergraduate level.

The current demand for program graduates is expected to continue within industry, the private sector and at all levels of government within the public sector. The University notes that student demand for courses within the existing program has been increasing significantly in recent years. The Academic Advisory Committee expects that the projected steady-state admission-level of 10 students per year will be easily achieved by 1996.

The proposed new major was approved by the Senate of the University of Guelph on June 18, 1991.

COU's comments indicated that there was system-wide support for the proposed modification.

The Academic Advisory Committee is satisfied that the request for approval of minor modifications made to an existing BSc program in Ecology, required in order to create the Bachelor of Science in Environmental Sciences program in Ecology at the University of Guelph, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Science in Environmental Sciences (BSc[Env]) program in Ecology at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee

December 13, 1991

Appendix F

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Environmental Analysis (BSc[Env])
University of Guelph**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On July 31, 1991, the University of Guelph submitted the new quasi-professional Bachelor of Science in Environmental Sciences program in Environmental Analysis to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed program is one of a number of entirely new programs developed within a new Bachelor of Science in Environmental Sciences degree created recently at the University of Guelph. The new degree designation was created in order to rationalize and co-ordinate a number of existing courses, programs and areas of expertise related to the Environmental Sciences. The new programs are all situated within a new interdisciplinary Faculty of Environmental Sciences. All students pursuing BSc(Env) degree programs will be required to take a core of Environmental Science courses in addition to a program of specialized study. The development of the new programs within the BSc(Env) degree designation was guided by a conference held in November, 1990 at the University of Guelph wherein existing Environmental Science and Environmental Studies programs were reviewed. The conference revealed a preference for disciplinary specialization plus an environmental perspective. The University of Guelph has incorporated this approach into each of the proposed BSc(Env) programs.

The proposed program in Environmental Analysis is based within the disciplines of Chemistry and Physics and incorporates environmentally-relevant applications.

2. Academic Quality

The program was approved by the Senate of the University of Guelph on June 18, 1991.

3. Financial Viability

The University of Guelph has assured Council that it has in hand the requisite resources to introduce these programs, and is prepared to maintain them as long as they remain academically and financially viable.¹

1. Letter from Dr. Brian Segal, President, University of Guelph to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, July 30, 1991, p. 2.

4. Projected Enrolment

The University projects a steady-state annual admission-level of 20 students to be achieved in year-one of the program.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other post-secondary institutions was indicated although the University of Guelph indicates that it is committed to exploring the possibility of co-operative endeavours in the Environmental Sciences with both colleges and other universities within the Ontario university system.

6. Societal Need and Student Demand

The proposed Bachelor of Science in Environmental Sciences program in Environmental Analysis will meet a need for Environmentalists with a strong scientific background. The conference conducted by the University of Guelph revealed that many individuals currently charged with making environmentally-related decisions in industry and business lack a scientific background from which to critically assess the choices facing their organizations. Graduates of this program would meet this need.

The Academic Advisory Committee reviewed a number of statements from potential employers indicating that their organizations would be very interested in hiring program graduates. An example of this is the following statement from a representative of Dow Chemical Canada Inc.:

... I could see employment opportunities in our company for graduates who have taken the environmental analysis major of your new Environmental Sciences course. The broadness and depth of the program, I believe, would be of great benefit to both Dow and the new employees in helping them to develop jointly a long term career path with a variety of exciting opportunities.²

Other potential employers suggested that the market for program graduates would be virtually "recession-proof" and expected that the demand will be in excess of the number of graduates which the program can produce.

The University of Guelph indicates that student demand for the program will originate primarily with students who would have previously opted for conventional chemistry studies. The University notes that the new major is expected to attract a greater number of female students than does the conventional chemistry program.

In light of the significant increase in interest among high school students in environmentally-related courses generally³, the University of Guelph is confident that it will easily achieve its targetted enrolment projections for this program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

This program would be unique in Ontario due to its emphasis on physics and chemistry.

2. Letter from Mr. Jack Pal, University Relations Manager, Dow Chemical Canada Inc. to Professor J.L. Campbell, Dean, College of Physical and Engineering Science, University of Guelph, May 28, 1991.

3. The University of Guelph indicates that 25% of the inquiries to the University's Admissions Office are related to opportunities to study environmental issues, totalling over 5,000 inquiries in 1990.

8. Local and Regional Support for the Program

Letters documenting the need for graduates indicated to the Committee significant local and regional support for the proposed program.

The University notes that representatives of industry (such as Inco and Uniroyal Chemical Ltd.) and government, located both in Guelph and in the central Southern Ontario region, have agreed to act as special lecturers in the program.

The Council of Ontario Universities reviewed the program and responses indicated system-wide support for the program.

9. Institutional Appropriateness

The development of the proposed program is consistent with the University of Guelph's well-established strengths in Environmental Chemistry, Toxicology, Resource Science and Rural Planning and Land Use.

The program will benefit from corollary strengths in the existing Environmental Engineering program as well as from related strengths within the College of Physical and Engineering Science, and Departments of Chemistry and Biochemistry.

Existing related research strengths include studies in atmospheric chemistry, atmospheric particulates (using a state-of-the-art proton microprobe), air and water quality, solid waste management, and pollutant transport in and removal from soils. The University's Numerically Intensive Computing Facility will provide the resources necessary for computational research.

The Committee is convinced that this program is consistent with the aims, objectives and existing strengths of the University of Guelph and is an appropriate deployment of existing expertise in an area of social and economic importance.

The Academic Advisory Committee is satisfied that this program is an appropriate development at the University of Guelph.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Science in Environmental Sciences program in Environmental Analysis at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee
December 13, 1991

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Environmental Protection (BSc[Env])
University of Guelph**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On July 31, 1991, the University of Guelph submitted the new quasi-professional Bachelor of Science in Environmental Sciences program in Environmental Protection to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed program is one of a number of entirely new programs developed within a new Bachelor of Science in Environmental Sciences degree created recently at the University of Guelph. The new degree designation was created in order to rationalize and co-ordinate a number of existing courses, programs and areas of expertise related to the environmental sciences. The new programs are all situated within a new interdisciplinary Faculty of Environmental Sciences. All students pursuing BSc(Env) degree programs will be required to take a core of Environmental Science courses in addition to a program of specialized study. The development of the new programs within the BSc(Env) degree designation was guided by a conference held in November, 1990 at the University of Guelph wherein existing Environmental Science and Environmental Studies programs were reviewed. The conference revealed a preference for new programs to contain a disciplinary specialization plus an environmental perspective. The University of Guelph has incorporated this approach into each of the proposed BSc(Env) programs.

The proposed program in Environmental Protection is based within the disciplines of Chemistry, Environmental Microbiology and the Biological Sciences. Upper-year courses deal with specific environmental issues related to forestry, meteorology and climatology, water pollution, pesticides, and environmental toxicology.

2. Academic Quality

The program was approved by the Senate of the University of Guelph on June 18, 1991.

3. Financial Viability

The University of Guelph has assured Council that it has in hand the requisite resources to introduce these programs, and is prepared to maintain them as long as they remain academically and financially viable.¹

4. Projected Enrolment

The University projects an admission-level of 20 students in 1992 increasing by 1996 to a steady-state annual admission-level of 50 students.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other post-secondary institutions is anticipated.

6. Societal Need and Student Demand

The proposed Bachelor of Science in Environmental Sciences program in Environmental Protection will meet a need for environmentally sensitive scientists capable of meeting a need for expertise in fields such as environmental enforcement, aquatic effects assessment, ecosystem and watershed planning, waste water management and impact assessment, research planning, environmental sampling, impact of chemical contaminants, environmental conservation, environmental education and public awareness of environmental issues.²

The University of Guelph notes that during the conference held in conjunction with the development of the BSc(Env) degree package, many potential employers indicated they were interested in hiring graduates with skills such as those possessed by graduates of the Environmental Protection program. The Academic Advisory Committee reviewed a number of letters from potential employers which substantiated this view. After reviewing the curriculum of the proposed program, the following potential employers noted:

... there is a great need today for people with [this] expertise in industry ... I am very impressed with the speed at which the University of Guelph reacted to an industrial need.

Quaker Oats Canada³

... you have taken a very bold step towards providing government and business with a unique graduate, one who comes equipped to deal with environmental issues - which will be the corporate issues of the 90s.

Environmental Protection Laboratories⁴

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1. Letter from Dr. Brian Segal, President, University of Guelph to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, July 30, 1991, p. 2.
 2. University of Guelph, Brief to the Ontario Council on University Affairs on the Bachelor of Science in Environmental Sciences Degree at the University of Guelph, July 31, 1991, p. 39.
 3. Letter from Mr. Hugh C. Howson, P.Eng., Operations Services Manager, The Quaker Oats Company of Canada to Mr. C.R. Harris, Department of Environmental Biology, Ontario Agricultural College, University of Guelph, July 19, 1991.
 4. Letter from Mr. Jim Bishop, Vice President, Sales and Service, Environmental Protection Laboratories Inc. to Professor C.R. Harris, Chairman, Department of Environmental Biology, Ontario Agricultural College, University of Guelph, July 18, 1991.

... I would not hesitate to recommend the recruitment of graduates from this program, as the need arises in our business activities, for positions within Du Pont Canada.

Du Pont Canada⁵

For the remainder of this decade and the beginning of the next century, there will be a demand for graduates with the skills which such a program will provide.

Ministry of Natural Resources⁶

The Academic Advisory Committee is satisfied that this program will meet existing and future needs of a variety of private and public organizations.

The University of Guelph indicates that student demand for the program will originate primarily with students who would have previously opted for an existing Environmental Biology program or conventional biology studies. The University notes that in 1991, without formal advertising, the new major had attracted 36 students who transferred to it from other programs within the University. Current demand has, in fact, exceeded enrolment projections for the program.

In light of the significant increase in interest among high school students in environmentally-related courses generally⁷, the University of Guelph is confident that it will easily achieve the steady-state level of enrolment projected for this program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

This program would be unique in Ontario due to its emphasis on chemistry and microbiology, and its foundations in the Biological and Chemical Sciences which differentiates it from other environmentally-related programs in the Ontario university system.

8. Local and Regional Support for the Program

Letters documenting the need for graduates indicated to the Committee that there is significant local and regional support for the proposed program.

The University notes that the program will benefit from extensive co-operation with related agencies and some private corporations including Agriculture Canada and the Ontario Ministry of Agriculture and Food, both of which are building major offices on the University of Guelph campus.

The program will also benefit from the Pest Diagnostic Clinic and the Weed Garden located at the University, as well as from the close ties which already exist between the University and the local and regional agricultural community.

5. Letter from Mr. Victor Shantora, Environmental Affairs Manager, Du Pont Canada Inc. to Professor C.R. Harris, Department of Environmental Biology, Ontario Agricultural College, University of Guelph, July 22, 1991.

6. Letter from Mr. J. Joseph Churcher, Manager, Silviculture Section, Forest Resources Branch, Ministry of Natural Resources to Dr. C.R. Harris, Department of Environmental Biology, Ontario Agricultural College, University of Guelph, June 25, 1991.

7. The University of Guelph indicates that 25% of the inquiries to the University's Admissions Office are related to opportunities to study environmental issues, totalling over 5,000 inquiries in 1990.

The Council of Ontario Universities reviewed the program and institutional responses indicated system-wide support for the program.

9. Institutional Appropriateness

The development of the proposed program is consistent with the University of Guelph's well-established strength in the Department of Environmental Biology, which the University notes is a repository of expertise unparalleled within the Ontario university system.

The program will also benefit from the existence of formalized institutes and working groups such as the Institute for Environmental Policy and Stewardship, The Environmental Research Network and the Sustainable Agriculture Council.

The Committee is convinced that this program is consistent with the aims, objectives and existing strengths of the University of Guelph and is an appropriate deployment of existing expertise in an area of social and economic importance.

The Academic Advisory Committee is satisfied that this program is an appropriate development at the University of Guelph.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Science in Environmental Sciences program in Environmental Protection at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee

December 13, 1991

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Environmetrics (BSc[Env])

University of Guelph

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On July 31, 1991, the University of Guelph submitted the new quasi-professional Bachelor of Science in Environmental Sciences program in Environmetrics to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed program is one of a number of entirely new programs developed within a new Bachelor of Science in Environmental Sciences degree created recently at the University of Guelph. The new degree designation was created in order to rationalize and co-ordinate a number of existing courses, programs and areas of expertise related to the environmental sciences. The new programs are all situated within a new interdisciplinary Faculty of Environmental Sciences. All students pursuing BSc(Env) degree programs will be required to take a core of Environmental Science courses in addition to a program of specialized study. The development of the new programs within the BSc(Env) degree designation was guided by a conference held in November, 1990 at the University of Guelph wherein existing Environmental Science and Environmental Studies programs were reviewed. The conference revealed a preference for new programs to contain a disciplinary specialization plus an environmental perspective. The University of Guelph has incorporated this approach into each of the proposed BSc(Env) programs.

The proposed program in Environmetrics is based within the disciplines of Mathematics, Statistics and Computing Science, and combines this emphasis with elements of the Physical and Biological Sciences. In the upper years of the program, students concentrate in either Mathematics, Statistics or Computing. A co-op format of study is available.

2. Academic Quality

The program was approved by the Senate of the University of Guelph on June 18, 1991.

3. Financial Viability

The University of Guelph has assured Council that it has in hand the requisite resources to introduce these programs, and is prepared to maintain them as long as they remain academically and financially viable.¹

1. Letter from Dr. Brian Segal, President, University of Guelph to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, July 30, 1991, p. 2.

4. Projected Enrolment

The University projects an admission-level of 10 students in 1992, increasing by 1993 to a steady-state annual admission-level of 15 students.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other post-secondary institutions is anticipated. However, the University is committed to exploring the possibility of such relationships with both colleges and other universities within the Ontario university system.

6. Societal Need and Student Demand

The proposed Bachelor of Science in Environmental Sciences program in Environmetrics will meet a need for graduates who understand the issues associated with the environment, yet have the ability to define problems quantitatively, derive solutions through the application of mathematical and statistical modelling and communicate the findings in a manner that is relevant to a variety of constituencies.

Although the Committee reviewed a number of letters from potential employers indicating a need for program graduates, the Committee found that a letter from the Ministry of Environment effectively captured the essence of the nature of that need:

A program like the Environmetrics major has been sorely lacking for years. Statisticians/modellers who understand both the mathematics and the biology are rare birds indeed, and are worth their weight in gold ... please keep me in mind when you are trying to place co-op students from this program.²

The Academic Advisory Committee is convinced that there exists an increasing need for environmental modelling at a number of levels in industry and government and that graduates of this program will be in great demand by employers in Ontario and elsewhere.

The University of Guelph expects that this program will prove attractive to a variety of students with an interest in Applied Mathematics and Science:

The paucity of students entering the mathematical sciences is a recognized and serious problem in universities today. It arises in part because these sciences are seen as difficult, abstract and lacking in relevance. In this major, mathematics, statistics and computing are intimately linked to environmental problems, and it is our hope that this will be attractive to students, especially female students ... female students tend to have a preference for programs of study with obvious relevance to human or environmental problems.³

In light of the significant increase in interest among high school students in environmentally-related courses generally,⁴ and the recent increase in the number of females

2. Letter from Mr. David Poirier, Scientist - Invertebrate Toxicology, Aquatic Toxicity Unit, Ministry of the Environment to Dr. J.L. Campbell, Dean, College of Physical and Engineering Science, University of Guelph, June 3, 1991, p. 3.

3. University of Guelph, Brief to the Ontario Council on University Affairs on the Bachelor of Science in Environmental Sciences Degree at the University of Guelph, July 31, 1991, p. 45.

4. The University of Guelph indicates that 25% of the inquiries to the University's Admissions Office are related to opportunities to study environmental issues, totalling over 5000 inquiries in 1990.

entering science programs such as Engineering at the University of Guelph, the University is confident that it will achieve the steady-state level of enrolment projected for this program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

This program would be unique in Ontario due to its emphasis on Quantitative Sciences and Environmental Sciences, which is a course combination not duplicated by another program within the Ontario university system.

8. Local and Regional Support for the Program

Letters documenting the need for graduates indicated to the Committee significant local and regional support for the proposed program.

The Council of Ontario Universities reviewed the program and responses indicated system-wide support for the program.

9. Institutional Appropriateness

The development of the proposed program is consistent with the University of Guelph's well-established strength in the Departments of Mathematics and Statistics, which has an applied emphasis, and of Computing and Information Science. In its submission, the University of Guelph notes that it houses Ontario's third largest academic statistics group, whose bioassay interests are particularly germane to the proposed program. The University also notes that the modelling interests of several Mathematics faculty members are supplemented by particular expertise in water pollution modelling within the Department of Computing and Information Science and in the School of Engineering.

The program will also benefit from the University's Numerically Intensive Computing Facility which will support computational research projects.

The Committee is convinced that this program is consistent with the aims, objectives and existing strengths of the University of Guelph and is an appropriate deployment of existing expertise in an area of social and economic importance.

The Academic Advisory Committee is satisfied that this program is an appropriate development at the University of Guelph.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Science in Environmental Sciences program in Environmetrics at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee
December 13, 1991

Appendix I

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Geography (BSc[Env])
University of Guelph****New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility****(Cursory Review)**

On July 31, 1991, the University of Guelph submitted its new undergraduate, quasi-professional Bachelor of Science in Environmental Sciences (BSc[Env]) program in Geography for funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment. Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed Bachelor of Science in Environmental Sciences (BSc[Env]) program in Geography is one of a number of new programs developed within a new Bachelor of Science in Environmental Sciences degree recently created at the University of Guelph. The new degree designation was created in order to rationalize and co-ordinate a number of existing courses and programs related to issues in environmental science. The new programs are situated within a new interdisciplinary Faculty of Environmental Sciences. All students pursuing the BSc[Env] degree will be required to take a core of Environmental Science courses in addition to a program of specialized study.

The proposed program in Geography is based on an existing BSc program in Physical Geography. Seven new courses are required to incorporate the Environmental Science core courses. The new program will be a scientifically-based Geography program which will enable students to bring geographic expertise to bear on evaluating, understanding and ameliorating environmental problems.

The University of Guelph indicates that by moving the existing program into the BSc[Env] degree stream, it will produce environmentally sensitive graduates who have a disciplinary grounding in Geography and environmental issues. The program reflects the well-developed focus upon rural and biophysical issues that exists at the University of Guelph.

The current demand for program graduates is expected to continue within industry, the private sector and at all levels of government within the public sector. The University notes that graduates who continue their education and obtain a Bachelor of Education degree will be particularly effective teachers, capable of bridging the artificial gap between Environmental Science and Environmental Studies courses by bringing the broader contextual framework of their scientific studies to the high school curriculum.¹ The inclusion of at least four courses related to the application of geographic information systems also makes program

1. University of Guelph, Brief to the Ontario Council on University Affairs on the Bachelor of Science in Environmental Sciences Degree at the University of Guelph, July 31, 1991, p. 23.

graduates extremely employable. The Committee notes comments provided by Tomlinson Associates Inc., Consulting Geographers, in this regard:

The development of geographic information systems, which originated in Canada in the 1960s ... has created an immense demand in society for persons who have competence in geographical analysis and are geographic information system (GIS) literate ... There is an acute shortage of persons who can employ the technology effectively ... The current shortage of trained persons argues forcibly for the employability of the graduates in the next decade.²

The University of Guelph notes that there has been a 35% increase in enrolment in Geography programs generally between 1990 and 1991. The University expects to achieve the projected steady-state annual admission-level of 30 students by 1996 without difficulty.

The proposed new major was approved by the Senate of the University of Guelph on June 18, 1991.

COU comments indicated that there was system-wide support for the proposed modification.

The Academic Advisory Committee is satisfied that the request for approval of minor modifications made to an existing BSc program in Physical Geography, required in order to create the Bachelor of Science in Environmental Sciences program in Geography at the University of Guelph, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Science in Environmental Sciences (BSc(Env)) program in Geography at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee

February 20, 1991

2. Letter from Dr. R.F. Tomlinson, President, Tomlinson Associates Inc. Consulting Geographers to Dr. Michael R. Moss, Professor and Chair, Department of Geography, University of Guelph, July 22, 1991, pp. 1 - 2.

Appendix J

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Horticultural Science (BSc [Specialized Honours Plant Biology])
University of Guelph**

**New Undergraduate Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 30, 1991, the University of Guelph submitted its new undergraduate, professional Bachelor of Science program in Horticultural Science (BSc [Specialized Honours Plant Biology]) for funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment. Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed Bachelor of Science program in Horticultural Science (BSc [Specialized Honours Plant Biology]) results from modifications to a previously existing Bachelor of Science - Agriculture (BScAgr) program in Horticultural Science. The new program de-emphasizes the production component of the previous Horticultural Science program and emphasizes the physiology, biochemistry, genetics and pest management aspects of the program. Students will take courses which were already available within the previous program. The program will have a co-op component involving four work-term semesters.

The University of Guelph indicates that the new program is a component of a major reorganization, and rationalization of programs related to Plant Biology, in order to offer students more flexibility in course selection and career choice. Graduates will be qualified to pursue careers in service industries related to horticultural crop production including seed, fertilizer, greenhouse, nursery and pesticide products. Employment opportunities will also be located within the food industry and in government agencies. Graduates would have an appropriate background with which to pursue graduate studies in Plant Biology or Horticulture.

Some enrolment will be transferred to the proposed program from the previously existing Bachelor of Science - Agriculture (BScAgr) program in Horticultural Science. The University of Guelph projects an enrolment level of 15 students in the Horticultural Science stream in Year 5 of the Plant Biology BSc program's operation.

The proposed change in degree name was approved by the Senate of the University of Guelph on June 19, 1990.

COU comments indicated that there was system-wide support for the proposed modification.

The Academic Advisory Committee is satisfied that the request for a modification of an existing Honours Bachelor of Science-Agriculture (BScAgr) program in Horticultural Science to create the Bachelor of Science (Specialized Honours Plant Biology) program in Horticultural Science at the University of Guelph, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Science (Specialized Honours Plant Biology) program in Horticultural Science at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee

December 13, 1991

Appendix K

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Housing and Real Estate Management (BComm)
University of Guelph**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On July 30, 1991, the University of Guelph submitted the new quasi-professional Bachelor of Commerce program in Housing and Real Estate Management to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed program is designed to provide education in management and policy-making processes pertaining to the real estate sector of the economy. The program is offered by the Department of Consumer Studies, within the College of Family and Consumer Studies, and builds upon an existing Housing Emphasis within the Consumer Studies major. The focus of the program is on

housing and real estate as major assets requiring special skills for their efficient management, both by users and providers of housing services, and on the significance of housing within the broader framework of economic and social policy.¹

Required courses include core requirements, common to all BComm programs at the University of Guelph, plus courses focused specifically on issues such as housing and community planning, the social aspects of housing, housing finance, housing and real estate law, housing policies, real estate appraisal and property management.

2. Academic Quality

The program was approved by the Senate of the University of Guelph on June 18, 1991.

3. Financial Viability

The University of Guelph has assured Council that it has, in hand, the requisite resources to introduce these programs and is prepared to maintain them as long as they

1. University of Guelph, College of Family and Consumer Studies, Proposal: A Major in Housing and Real Estate Management in the B.Comm Program, July 12, 1991, p. 2.

remain academically and financially viable.²

4. Projected Enrolment

The University projects an initial enrolment in the program of 10 students in 1992, increasing to a steady-state admission-level of 25-30 students by 1998.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other post-secondary institutions was indicated.

6. Societal Need and Student Demand

The proposed Bachelor of Commerce program in Housing and Real Estate Management was proposed as a result of a perceived need for more specialized training and knowledge of housing management and policy-development skills on the part of recent graduates of the University of Guelph's present Housing Emphasis. The University noted that:

The Housing Emphasis within the Consumer Studies major was designed to prepare students for a variety of employment opportunities in both public and private sectors including positions as housing managers, housing analysts, directors, program managers and researchers. Other graduates have pursued careers in the banking and financial sectors, have managed co-operative and non-profit housing projects, and have worked in real estate sales and market analysis, in property management and in secondary, community college and university teaching. Many have also pursued graduate studies in related areas.³

The proposed major will meet a need for greater depth and intellectual rigour in the preparation of students for these careers, and will meet a need for specialization in the managerial and social policy challenges inherent in Real Estate and Property Management. Program graduates will be qualified to function as counsellors to individual consumers/households, as policy advisors in the public and private sectors, and in program and project management capacities.⁴

The Academic Advisory Committee reviewed a variety of letters written in support of the societal need for program graduates. Representatives of potential employers of program graduates, such as the Ontario Ministry of Housing, noted the important niche which the proposed program will fill:

There is ... a dire need for further education in the field of housing. A Housing Major at the University of Guelph would be an important first step toward meeting this need as no other Canadian university offers such programming. ...I wish to emphasize that further education is required both for the usual student client and on an extension or correspondence basis for the already employed adult at a distance.⁵

2. Letter from Dr. Brian Segal, President, University of Guelph to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, July 30, 1991, p. 2.

3. University of Guelph, *Ibid.*, p. 4.

4. *Ibid.*, p. 4.

5. Letter from Mr. George Hough, Policy Advisor, Ontario Ministry of Housing to Professor Richard Barham, Dean, College of Family and Consumer Studies, University of Guelph, p. 1.

Other potential employers, such as the Canada Mortgage and Housing Corporation, noted the need for both trained professionals and researchers in this field:

I expect that the Major offering will not only benefit the operation of Canadian housing markets, by the addition of trained professionals to this field, but also, by exposing the curiosity and intellect of more students to housing issues, will serve to strengthen housing research capabilities and undertakings in this country.⁶

In light of the centrality of housing to issues such as quality of life and social and economic public policy decisions at the municipal, regional, provincial and national levels, the University of Guelph projects an expansion in the need for program graduates for the future. This assumption is supported by comments from the Senior Vice-President of Cadillac Fairview, Mr. L.P. Sharpe, who stated:

... it seems that the emphasis is clearly in the housing area and I would concur that this is the most likely area for growth, particularly in the public sector ...⁷

The University of Guelph notes that, in addition to a variety of employment opportunities, program graduates will be qualified to pursue graduate programs such as Urban and Regional Planning, an MBA program, Law, and Environmental Studies.⁸

Student demand for the program is expected to be strong and to exceed the number of students currently pursuing the existing Housing Emphasis. Projections indicated that the University expects to enrol an initial group of ten students in the program in 1992, and steadily increase intake by two to four students per year, until a steady-state intake level of 25 to 30 students in Year One of the program is achieved in 1998.⁹ The steady-state total enrolment for the program at that time would be approximately 100 to 120 students.

The University of Guelph notes that it intends to develop a distance education option for this program, which would involve an extension of Housing courses currently offered at a distance, and expects that this will generate additional enrolments of employed professionals working in the housing services field.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

This program would be unique in Ontario due to its focus on the housing market and its functioning.

6. Letter from Mr. Michael Macpherson, Manager, External Research Program, CMHC Graduate Scholarship Program, Canada Mortgage and Housing Corporation to Professor John Pratschke, Chair, Department of Consumer Studies, University of Guelph, July 5, 1991.

7. Letter from Mr. L. P. Sharpe, Senior Vice-President, Cadillac Fairview Corporation Limited to Professor John Pratschke, University of Guelph, March 27, 1991, p. 1.

8. Letter from the University of Guelph, Response to OCUA Request for Additional Information, November 5, 1991, Attachment, p. 2.

9. University of Guelph, *Ibid.*, p. 10.

8. Local and Regional Support for the Program

The University of Guelph notes that there is strong support for the proposed program within the housing services industry and related organizations. Letters written in support of the program were received from the Ontario Ministry of Housing, Canada Mortgage and Housing Corporation, Cadillac Fairview, Cambridge Shopping Centres, Marathon Realty Company Limited, and the Guelph Campus Co-operative.¹⁰

The University of Guelph expects to continue its practice of bringing visiting specialists and guest lecturers into the program from organizations such as the Ontario Ministry of Housing and CMHC, which was an element of the previous Housing Emphasis.

The Council of Ontario Universities reviewed the program and the majority of institutional responses indicated support for the program.

9. Institutional Appropriateness

The development of the proposed program is consistent with the University of Guelph's emphasis on consumer studies, which has included property management issues relating to the study of Gerontology and Hotel and Food Administration, as well as Household/Consumer Resource Management. Since the new program is based upon existing courses and faculty expertise, few additional resources are required. A minor expansion of library resources will be funded from within the University's existing finances.

The Committee is convinced that this program is consistent with the aims, objectives and existing strengths of the University of Guelph, and the College of Family and Consumer Studies.

The Academic Advisory Committee is satisfied that this program is an appropriate development at the University of Guelph.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Commerce program in Housing and Real Estate Management at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee
December 13, 1991

10. University of Guelph, Ibid., Attachments.

Appendix L

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Natural Resources Management (BSc[Env])
University of Guelph**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 31, 1991, the University of Guelph submitted its new quasi-professional Bachelor of Science in Environmental Sciences (BSc[Env]) program in Natural Resources Management for funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment. Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed Bachelor of Science in Environmental Sciences (BSc[Env]) program in Natural Resources Management is one of a number of new programs developed within a new Bachelor of Science in Environmental Sciences degree recently created at the University of Guelph. The new degree designation was created in order to rationalize and co-ordinate a number of existing courses and programs related to issues in Environmental Science. The new programs are situated within a new interdisciplinary Faculty of Environmental Sciences. All students pursuing the BSc(Env) degree program will be required to take a core of Environmental Science courses in addition to a program of specialized study.

The proposed program in Natural Resources Management is based on an existing BSc (Agriculture) program of the same name. Three new courses are required to incorporate the Environmental Science core courses. The new program essentially remains as it has been - a four year program that emphasizes an integrated approach to the management of rural land resources, including soil, water, forests, wetlands, parks and other land uses. The program will retain its focus on the management of Natural Resources, including environmental land use planning, environmental impact assessment, land resource capability rating, soil and vegetation surveys, ecological land classification, and computer-based resource analysis.¹ A co-op option is available.

The University of Guelph argues that moving this existing program into the BSc(Env) degree from the BSc(Agr) degree will provide the program with greater visibility. The University indicates that although program graduates have been very successful in obtaining employment upon graduation "... few high school students recognize the existence of this program because they never consider the agricultural degree at Guelph as one of their choices."² The current demand for program graduates is expected to continue within industry,

1. University of Guelph, Brief to the Ontario Council on University Affairs on the Bachelor of Science in Environmental Sciences Degree at the University of Guelph, July 31, 1991, p. 25.

2. University of Guelph, Ibid., p. 26.

the private sector and at all levels of government within the public sector. The Academic Advisory Committee further notes comments provided by the Chair of the Forest Management and Policy program at Lakehead University who indicated:

We need the kinds of graduates the new program will deliver. Resource managers are often inadequately sensitive to social and ecological concerns for environmental quality, and environmental specialists are often unaware of the intricacies of managing broad-scale, dynamic resource systems to meet multiple societal goals. Your graduates can be expected to suffer from neither of these deficiencies. They would be welcome additions to the cadre of men and women now wrestling with the sustainable development of our resource and environmental systems.³

The University of Guelph expects to achieve a steady-state annual admission-level of 30 students by 1993.

The proposed new major was approved by the Senate of the University of Guelph on June 18, 1991.

COU's comments indicated that there was system-wide support for the proposed modification.

The Academic Advisory Committee is satisfied that the request for approval of minor modifications made to an existing BSc(Agr) program in Natural Resources Management, required in order to create the Bachelor of Science in Environmental Sciences program in Natural Resources Management at the University of Guelph, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Science in Environmental Sciences (BSc[Env]) program in Natural Resources Management at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee
February 20, 1991

3. Letter from Dr. Peter N. Duinker, Associate Professor, Chair, Forest Management and Policy, Lakehead University to Dr. Ray McBride, University of Guelph, Ontario Agricultural College, Department of Land Resource Science, June 18, 1991.

Appendix M

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Urban Horticulture and Environmental Management
(BSc [Specialized Honours Plant Biology])
University of Guelph**

**New Undergraduate Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 30, 1991, the University of Guelph submitted its new undergraduate, professional Bachelor of Science program in Urban Horticulture and Environmental Management (BSc [Plant Biology]) for funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment. Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed Bachelor of Science program in Urban Horticulture and Environmental Management (BSc [Specialized Honours Plant Biology]) results from modifications to a previously existing Bachelor of Science-Agriculture (BScAgr) program in Horticultural Science. The revised program de-emphasizes the horticultural production component and emphasizes environmental and horticultural issues related to urban and regional planning, environmental management, parks and recreation, golf courses and park lay-out. Students will take courses which were already available under the previous program. The revised program will have a co-op component involving four work-term semesters.

The University of Guelph indicates that the new program is a component of a major reorganization and rationalization of programs related to Plant Biology, in order to offer students more flexibility in course selection and career choice. Graduates will be qualified to pursue careers in regional planning, park and recreation administration, urban environment-related policy formation and within the greenhouse, landscape and pesticide industries or related government agencies. Graduates would also have an appropriate background with which to pursue graduate studies in Plant Biology or Horticulture.

Some enrolment will be transferred to the proposed program from the previously existing Bachelor of Science-Agriculture (BScAgr) in Horticultural Science program. The University of Guelph projects an enrolment level of 15 students in the Urban Horticulture and Management stream in the fifth year of the Plant Biology program's operation.

The proposed change in degree name was approved by the Senate of the University of Guelph on June 19, 1990.

COU comments indicated that there was system-wide support for the proposed modification.

The Academic Advisory Committee is satisfied that the request for modification of an existing Honours Bachelor of Science-Agriculture (BScAgr) program in Horticultural Science in order to create the Bachelor of Science (Specialized Honours Plant Biology) program in Horticultural Science at the University of Guelph is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Science (Specialized Honours Plant Biology) program in Urban Horticulture and Environmental Management at the University of Guelph be recommended as eligible for counting.

Academic Advisory Committee

December 13, 1991

Appendix N

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Native Studies (BA)
Lakehead University****New Undergraduate Special Program
Considered for Funding Eligibility****(Cursory Review)**

On December 20, 1991, Lakehead University submitted its new undergraduate, special Bachelor of Arts program in Native Studies for funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment. Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed Bachelor of Arts program results from an existing Native Studies major within the BA Anthropology program. The proposed change would involve this existing major becoming a stand-alone degree program which would be offered as a three-year concurrent double major -- i.e., the proposed program would have to be completed in conjunction with another major in a cognate area of study.

Only one new survey course, to be offered in Year One of the program, needs to be added to the courses already in place.

The proposed modification was approved by the Senate of Lakehead University on December 16, 1991.

Lakehead University argued that the proposed program would enable the University to "provide more of an interdisciplinary approach to Native Studies emphasizing cognate course offerings for elective courses."¹ The Academic Advisory Committee notes that Lakehead University has made an active commitment to increase its involvement in programs relevant to the Native population, and that this objective is a formally approved element of its regional mandate. The University has established a Department of Native Studies and its Academic Plan includes plans to enhance research and teaching in the area of Native Studies.

The proposed change is consistent with advice the University received from its Native Studies Study Group and Native Advisory Committee. This latter Committee is composed of representatives of major native organizations and the Native community and advises the University on how it can best meet the needs of Native students.

Student demand is expected to originate primarily from within the Native community; however, both Native and non-Native students have expressed interest in the program. The Academic Advisory Committee notes that Lakehead University has over 300 Native students registered, and therefore, does not anticipate that the University will have any difficulty achieving its projected steady-state total enrolment-level of 65 to 75 students, assuming a steady-state admission level of 25 students per year. Lakehead University also indicates that

1. Lakehead University, Request for Cursory Review - BA (Native Studies) Program, December 20, 1991, p. 1.

the program has the potential to be offered off-campus in the continuing education format at sites such as Sandy Lake, Red Lake, Ear Falls and Kenora.

COU's comments indicated that there was general support for the proposed program within the Ontario university system.

The Academic Advisory Committee is satisfied that the request for a new BA program in Native Studies, based on a former BA program in Native Studies within an Anthropology major, at Lakehead University is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Arts program in Native Studies at Lakehead University be recommended as eligible for counting.

Academic Advisory Committee

January 24, 1992

Appendix O

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Chemical Engineering and Society, (BEng[Soc])
McMaster University****New Undergraduate Professional Program
Considered for Funding Eligibility****(Cursory Review)**

On July 30, 1991, McMaster University submitted the new professional undergraduate Bachelor of Engineering (Society) program in Chemical Engineering and Society to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) who, in turn, forwarded the program to the Committee of Ontario Deans of Engineering (CODE) for comment.

Council referred the program, and COU's comments to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The Academic Advisory Committee notes that McMaster University currently offers a four-year Chemical Engineering program as well as a five-year Civil Engineering and Society (BEng[Soc]) program. Students enrolled in the proposed program will obtain the full Chemical Engineering program required by the Canadian Engineering Accreditation Board (CEAB), plus an additional set of complementary courses in the fields of Engineering Economics, Technology in Society and Communication Skills. The Committee notes that the proposed Chemical Engineering and Society (BEng[Soc]) program follows McMaster University's Engineering and Management model in that it is five years in duration. The additional year of study provides for significantly more liberal education content than is found in the regular Chemical Engineering program curriculum. McMaster University indicates that over 75% of the courses within the proposed new program currently exist under the University's BEng in Chemical Engineering program.

McMaster University argues that, in a society where technology plays an increasingly dominant role, effective engineering practice requires both technical excellence and a thorough understanding of how technology fits into the larger context of society and the environment. Accordingly, it is the objective of the proposed program "to produce engineers who are not only technically competent in their chosen fields, but also have a better understanding of the interaction of their profession and society."¹

McMaster University indicates that the engineering profession recognizes a changing set of needs for society and new demands by students and employers. The University feels that this program responds to these changing needs. Comments made by a representative from the Stelco Technology Centre substantiate this claim:

1. McMaster University, Request for Funding Eligibility: Chemical Engineering and Society, July 30, 1991, p. 3.

We need engineers who are not only technically competent, but also have a fundamental understanding of the human, social, and environmental concepts and frameworks. The decisions and value judgements of the future must be made with a balanced understanding of the important facets involved.²

McMaster University projects that five students will be admitted into the program in Year Two annually, for a total enrolment level of 20 students in all years. Additional information sought by the Committee indicates that McMaster University expects that the majority of the students enrolling in the proposed program will be drawn from the current pool of students intending to continue in existing Engineering programs. Therefore, only marginal increases in total Engineering program enrolment levels are anticipated.

The proposed program received Senate approval on January 9, 1991. McMaster University indicated that the program will be offered without any additional demands being placed on the central University budget. External funding or adjustment of internal resources will cover the additional costs of offering the program.

CODE's comments provided by COU indicate system-wide support exists for the proposed program.

The Academic Advisory Committee is satisfied that the program primarily involves a re-packaging of existing courses, and that McMaster University's request for funding eligibility is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Engineering (Society) program in Chemical Engineering and Society at McMaster University be recommended as eligible for counting.

Academic Advisory Committee
January 24, 1992

2. Letter from Leslie C. McLean, President, Stelco Technical Services Limited to Professor M.A. Dokainish, Associate Dean, McMaster University, Faculty of Engineering, November 28, 1990.

Appendix P

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Second Language Teaching (Concentration and Honours BA)
University of Ottawa**

**New Undergraduate Special Program
Considered for Funding Eligibility**

On July 4, 1991, the University of Ottawa submitted the new special Bachelor of Arts program in Second Language Teaching to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

The program was also referred to the Advisory Committee on Francophone Affairs (ACFA) for comment from the perspective of the francophone community. These comments are submitted under separate cover (see Appendix Q).

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed program is offered as a concentration or Honours BA program with English and French language streams for francophones and anglophones.¹ The majority of courses are drawn from existing programs in Linguistics, French or English Language Study, Education and Psychology. Specialized courses dealing with Second Language Teaching were developed specifically for the program.

In conducting its review of this program, the Academic Advisory Committee experienced some difficulty in differentiating this program from a program in Education (BEd). After further consultation with the University of Ottawa, it became clear that the emphasis of the proposed program was distinct from a Bachelor of Education degree program in that it has a core of linguistics-related courses which provide a discipline-based program of study of Second Language Didactics. In contrast, the BEd program at the University of Ottawa offers a course in Second Language Teaching worth a maximum of six credits and is often selected by students having no previous education in the teaching of second languages (English, French or international languages). The objective of the proposed program is to improve the quality of Second Language teachers within the Ontario school system.

2. Academic Quality

The program was approved by the Senate of the University of Ottawa on September 9, 1991.

1. There are four academic streams which can be pursued: BA avec concentration en didactique des langues secondes pour étudiants francophones; BA avec spécialisation en didactique des langues secondes pour étudiants francophones; BA with concentration in Second Language Teaching, for English-speaking students; and, BA with Honours in Second Language Teaching, for English-speaking students.

3. Financial Viability

The University of Ottawa has assured Council that it has in hand the necessary resources to introduce the program, as it will be financed through a reallocation of existing resources.

4. Projected Enrolment

The University projects a steady-state admission-level of 50 students per year to be achieved in the first year of operation.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other post-secondary institutions is envisioned at this time.

6. Societal Need and Student Demand

The proposed new program was developed in order to meet the demand for the several thousand new language teachers, who will be required to meet the need for French and/or English as a Second Language teachers and French Immersion teachers, in Ontario. Canada-wide, the University indicates that the need for teachers of French as a Second Language is estimated to be between 5,000 and 8,000 teachers over the next five years, 2,000 of whom will be needed in Ontario.²

The University of Ottawa argues that few Immersion teachers have received any specific training either in the teaching of a second language in general, or in immersion teaching in particular, and there is no reason to believe that teachers in the core programs have received any better preparation. The majority of those teachers surveyed hold a first degree, plus a Teaching Certificate, but very few have taken more than one or two courses in the specific area of Second Language Teaching or its related fields during their undergraduate studies.³

The University indicates that since Second Language Teaching may claim to be a full-fledged discipline based on a body of research and publication and since learning to communicate in a second language has become a priority for a majority of students, it is time that the gap between theory and practice be closed, and future Second Language teachers are offered access to adequate preparation.⁴ The University of Ottawa notes that it currently makes such a program available at the Master's level and argues that it is now appropriate for a Bachelor's degree program to be established in order that a greater number of future teachers may benefit from it.

In addition to being an alternative route for admission to the BEd program, the University of Ottawa indicates that the proposed program will prepare students for careers as Language teachers in private schools, community colleges, in government and at the university level. The University notes that "[s]ince the teaching of international languages does not require certification, even in public schools, the program will also attract candidates

2. University of Ottawa, Proposal for new B.A. Programmes in Second Language Teaching at the University of Ottawa, July 4, 1991, p. 1.

3. University of Ottawa, Ibid., p. 1.

4. University of Ottawa, Ibid., p. 2.

interested in teaching these languages."⁵ Graduates would also be qualified to serve ethnic communities who want to preserve their culture through heritage schools.⁶

The program will provide an excellent preparation for students interested in pursuing the University of Ottawa's MEd with concentration in Second Language Teaching, which has been offered for over 12 years.

The Academic Advisory Committee reviewed numerous letters documenting a need for program graduates. A sampling of typical comments are provided as follows:

Ottawa Board of Education

La faculté d'éducation donne une bonne formation générale en pédagogie mais la plupart des candidats ne possèdent pas de formation universitaire connexe à l'enseignement des langues.

A long terme, la mise sur pied d'un programme menant à un baccalauréat en didactique des langues secondes répondrait parfaitement au besoin grandissant de spécialistes dans le domaine.⁷

King's County District School Board

At the present time there is a desperate need for qualified French second language teachers in this province [Nova Scotia]. Individuals are required who are fluent in French and who have a multi-disciplinary background ... Immersion programs are rapidly expanding and as such we require people capable of teaching subject matters in French, as well as the language itself.⁸

Ontario Modern Language Teachers' Association

Ce nouveau baccalauréat assurerait une meilleure préparation à l'enseignement des langues puisque les candidats y consacraient plus de temps à acquérir les connaissances requises dans le domaine de la linguistique et de la méthodologie. Ils débuteraient leur carrière beaucoup mieux préparés à surmonter les grands défis que pose l'enseignement d'une langue seconde.⁹

The Ottawa Roman Catholic Separate School Board

This endeavour will finally provide academic upgrading opportunities for Continuing Education instructors involved in the teaching of heritage languages or adult, English as a second language programs.¹⁰

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5. University of Ottawa, Response to OCUA Request for Additional Information, January 27, 1992, p. 2.
 6. University of Ottawa, Response to OCUA Request for Additional Information, January 27, 1992, p. 2.
 7. Letter from Mr. Roger Lalonde, Co-ordinator of French as a Second Language Programs, Ottawa Board of Education to Dr. Antoine D'Iorio, Rector, University of Ottawa, December 9, 1988.
 8. Letter from Ms. Nancy Pynch-Worthylake, Curriculum Supervisor - French, King's County District School Board, Kentville, Nova Scotia to Dr. Antoine D'Iorio, Rector, University of Ottawa, February 17, 1989.
 9. Letter from Mr. Paul Caron, President, Ontario Modern Language Teachers' Association to Mr. Gabriel Bordeleau, Dean, Faculty of Education, University of Ottawa, July 8, 1988.
 10. Letter from Mr. A.J. Game, Principal, Community Education, The Ottawa Roman Catholic Separate School Board to Professor Pierre Calvé, Faculty of Education, University of Ottawa, January 14, 1992.

Additional letters of support for the program were provided by Language Training Canada, Ashbury College, the Conference of Independent Schools, Algonquin College, and the Ottawa-Carleton French as a Second Language Committee.

The Academic Advisory Committee is of the opinion that this program would best meet the societal needs identified by being offered concurrently with the Bachelor of Education degree. The Committee encourages the University of Ottawa to seriously consider the development of a concurrent BA Second Language Teaching/BEd program.

Student demand is expected to originate with recent high school graduates as well as teachers employed in second language teaching who seek professional development.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

This degree program would be unique within the Ontario university system. It would differ from a Bachelor of Education degree program since it focuses solely upon the didactic of Second Language Teaching and, in fact, offers students an alternative route for admission to BEd programs. It would differ from a Certificate in Second Language Learning, both in terms of level of instruction and in course content, since such a certificate is "but only a sequence of courses related to the field."¹¹

8. Local and Regional Support for the Program

The University of Ottawa provided the Committee with numerous letters of support suggesting that there is a significant level of local and regional support for the proposed program. The Committee notes that the University of Ottawa had also received support for the development of the French as a Second Language aspect of the program from the Ontario Government's Program Adjustment Fund program.

The Council of Ontario Universities reviewed the program and the majority of institutional responses indicated support for the program.

9. Institutional Appropriateness

The University of Ottawa notes that the proposed program is entirely consistent with its bilingual mandate and mission.

The program will benefit from corollary strengths in the Faculty of Education, Departments of Linguistics, English and Lettres françaises, a Centre for Second Language Learning and a School of Psychology.

The University of Ottawa also offers a Master of Education degree with emphasis in Second Language Teaching and which has an enrolment of 50 students.

The Academic Advisory Committee is satisfied that this program is consistent with the aims, objectives and existing strengths of the University of Ottawa, and is an appropriate development therein.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Concentration and Honours Bachelor of Arts program in Second Language Teaching at the University of Ottawa be recommended as eligible for counting.

Academic Advisory Committee

February 20, 1992

11. University of Ottawa, Response to OCUA Request for Additional Information, January 27, 1992, p. 2.

Annexe Q

COMITÉ CONSULTATIF DES AFFAIRES FRANCOPHONES

**Programmes en didactique des langues secondes (B.A.)
Université d'Ottawa**

**Nouveaux programmes bilingues de premier cycle
présentés pour admissibilité au financement**

Le 20 novembre 1991, le Conseil ontarien des affaires universitaires a demandé au Comité consultatif des affaires francophones de se prononcer sur la proposition de programmes en didactique des langues secondes élaborés par l'Université d'Ottawa. Tel que le veut son mandat, le Comité s'est en particulier demandé si le programme proposé répond aux besoins de la population franco-ontarienne. Sur recommandation de son groupe de travail sur les programmes d'études, le Comité a entériné la position énoncée ci-dessous.¹

1. Adéquation du programme

Le Comité est relativement satisfait de la démonstration de l'adéquation du programme. Bien que le programme ne soit pas unique, puisque les universités Brock et Guelph offrent conjointement un programme qui prépare à l'enseignement du français langue seconde, le Comité reconnaît que le programme proposé servira une clientèle différente et que le cadre institutionnel est très approprié pour offrir le programme. En particulier, la présence d'une faculté d'éducation offrant des programmes en français et de l'Institut des langues secondes à l'Université d'Ottawa militent en faveur du projet. Ces deux entités seront essentielles pour épauler la Faculté des arts dans la gestion du programme.

Cependant, le Comité souhaite que la structure de gestion du programme soit clarifiée. Le Comité trouve important que la Faculté d'éducation soit associée à part entière à la gestion du programme. Comme le programme est multidisciplinaire par nature, le Comité reconnaît qu'il est difficile de placer le programme sous la juridiction totale de la Faculté d'éducation. Cependant, il apparaît primordial de s'assurer que l'expertise de la faculté (dont c'est la mission de former des enseignants et des enseignantes) soit exploitée. La Faculté d'éducation devra donc être invitée, sans équivoque, à participer à la gestion du programme. La synergie interne à l'institution devra être clairement établie.

Le Comité s'attend à ce que le programme soit géré par une structure qui comprendra une voix francophone afin que les besoins de la clientèle étudiante francophone du programme soient pris en considération, selon les principes de gestion de l'enseignement en français habituellement en vigueur à l'Université d'Ottawa.

1. Il importe de noter que s'agissant du second avis présenté par le Comité consultatif des affaires francophones au Conseil ontarien des affaires universitaires, les critères utilisés dans ce document ne représentent pas nécessairement ceux qui seront utilisés par le Comité pour ses avis suivants. Le Comité est en train d'étudier une liste de critères permanents pour l'évaluation de demandes futures. Cette grille d'évaluation devrait être prête sous peu.

2. Degré auquel le programme répond aux besoins de la société franco-ontarienne

Le besoin d'enseignantes et d'enseignants spécialisés dans le français langue seconde a été souligné par l'étude Laverne Smith du ministère de l'Éducation.² D'autre part, il semble que la tendance à la croissance des clientèles des cours de langue seconde soit appelée à continuer encore pour un certain temps. Le Comité croit que la formation d'enseignantes et d'enseignants qualifiés dans les langues secondes ne peut que favoriser le dialogue entre les communautés francophone et anglophone en Ontario, en permettant aux deux groupes de mieux se connaître et de mieux se comprendre. À cet effet, le Comité croit que la nature multidisciplinaire du programme pourrait être poussée encore plus loin en incorporant au programme un cours de sociologie et/ou d'histoire portant sur les relations entre les deux groupes linguistiques en Ontario et au Canada. Il s'agirait sans doute d'une bonne façon d'accroître les connaissances des étudiants et étudiantes sur la communauté linguistique dont ils ne font pas partie.

De même, la nature pluri-culturelle du Canada pourrait être reconnue par l'ajout d'un cours sur les communautés culturelles. Il semble évident qu'on ne devrait pas nécessairement enseigner le français comme deuxième langue de la même façon à des clientèles de cultures différentes. Par exemple, un ou une élève d'origine anglophone n'aura pas les mêmes difficultés d'apprentissage du français qu'un ou une élève d'origine latino-américaine, est-européenne ou asiatique. Une capacité d'adaptation aux différentes clientèles ne saurait passer que par une meilleure connaissance des diverses cultures de la part du futur personnel enseignant.

3. Demande étudiante franco-ontarienne pour la création et les modalités du programme

Le Comité croit que la demande étudiante franco-ontarienne pour ce programme existe. Cependant, il craint que l'existence même du programme incite de nombreux francophones à se diriger vers l'enseignement du français, langue seconde plutôt que d'enseigner dans les écoles françaises. Or, le nombre d'enseignantes et d'enseignants francophones est déjà peu élevé, surtout dans certaines régions de la province telles le Sud, le Centre et le Grand Nord.³ Le Comité souhaiterait que l'Université d'Ottawa s'engage à produire un nombre de diplômés et de diplômées francophones du B.Ed. au moins équivalent à ce qu'elle produit maintenant. Comme les étudiants et étudiantes de la didactique des langues secondes auront le choix de poursuivre ou non au B.Ed. (puisque'il sera possible pour un diplômé ou une diplômée de trouver du travail dans les institutions privées, les entreprises et les gouvernements), il faudra s'assurer que chaque francophone qui décide de ne pas continuer au B.Ed. soit remplacé par un ou une autre francophone dans les quotas du B.Ed. Il ne faudrait pas que, dans l'éventualité où une proportion plus grande de francophones que d'anglophones décident de ne pas continuer au B.Ed., les francophones ne continuant pas soient remplacés par des anglophones, diminuant ainsi la proportion de francophones au B.Ed.

Par ailleurs, le Comité aimerait que l'Université d'Ottawa incite ses étudiants et étudiantes francophones au programme de didactique des langues secondes à compléter leur B.Ed. à la suite de leur B.A. afin qu'ils aient tout au moins la formation et la capacité légale d'être employés dans le système scolaire de la province.

2. Smith, L., Perspectives sur l'offre et la demande d'enseignants en Ontario de 1988 à 2008, Ministère de l'Éducation, 1989.

3. Voir Levesque, D. et al., Offre et demande d'enseignantes et d'enseignants de langue française en Ontario, 1991-1997, Ministère de l'Éducation de l'Ontario, Août 1991.

4. Appréciation générale de la structure et du contenu du projet et de son caractère innovateur

Le Comité réitère qu'il trouve le projet adéquat et bien conçu, mais il désire s'assurer une participation officielle de la Faculté d'éducation à la gestion du programme. Il est d'avis de plus que l'approche serait plus novatrice si chaque étudiant et étudiante du programme pouvait apprendre sur la communauté linguistique dont il ou elle ne fait pas partie et si la réalité des communautés multi-culturelles était enseignée aux étudiants et étudiantes.

5. Recommandation

Le CCAF recommande au Conseil que, conditionnellement à la réception d'une lettre de l'Université d'Ottawa s'engageant à ce que la Faculté d'éducation prenne part de façon pleine et entière à la gestion du programme proposé,

les nouveaux programmes de didactique des langues secondes proposés par l'Université d'Ottawa soient recommandés par le Conseil pour l'admissibilité au financement.

Le Comité consultatif des affaires francophones

Le 18 mars 1992

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Chemical Engineering (Environmental Option), (BASc)
University of Ottawa**

**New Undergraduate Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 4, 1991, the University of Ottawa submitted the new professional undergraduate Bachelor of Applied Science program in Chemical Engineering (Environmental Option) to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) which in turn forwarded the program to the Committee of Ontario Deans of Engineering (CODE) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed new Environmental Option established within the existing BASc program in Chemical Engineering is an interdisciplinary option including course offerings from the departments of Biology, Chemical Engineering and Civil Engineering. It combines the complete Chemical Engineering curriculum requirement with environmentally-related electives. The proposed new option's curriculum differs from the regular BASc in Chemical Engineering program in that 15 credits of technical electives must be drawn from courses directly related to environmental issues. The University of Ottawa indicates that over 75% of the courses within the proposed new Environmental Option currently exist under the University's BASc in Chemical Engineering program.

The University of Ottawa indicates that the increased importance of environmental issues and the public's growing concern with the burgeoning level of pollutants have brought about a greater societal need for individuals with expertise in environmental issues. The University of Ottawa argues further that, as a producer of many pollutants, industry has a particular responsibility for the environment, and therefore, a specific need for environmental engineering specialists.

Comments made by a representative of the Canadian Council of Professional Engineers summarize this argument:

Concern for the environment has made environmental engineering a rapid growth field in the last 5 years ... [As this] concern is increasing in magnitude ... the public is putting more pressure on the government and industry to clean up their acts. This is where engineers will be asked to play a vital role.¹

1. Letter from Mr. A. Baignée, Canadian Engineering Human Resources Board, Canadian Council of Professional Engineers to Dr. A. Duvnjak, Chairman, Department of Chemical Engineering, University of Ottawa, June 24, 1991.

Graduates of the program are expected by the University of Ottawa to be in long-term demand at national and local levels.

The University of Ottawa argues that both public and private sectors have recognized the need for graduates of the Chemical Engineering (Environmental Option) program. Letters of support and questionnaire responses gathered by the University of Ottawa from 25 individuals representing various companies, hospitals and government organizations, provide evidence of the strong level of support for this new option. For example, a representative of the Pulp and Paper Research Institute of Canada has the following comments:

Environmental issues are becoming increasingly important for the pulp and paper industry. Well trained environmental engineers are difficult to find. An environmental engineering option in the Chemical Engineering Department of University of Ottawa would surely help to alleviate this problem.²

Similarly, comments from Dr. Chu Hsi indicated the specific societal need for graduates with chemical engineering expertise:

I support establishing the environmental system engineering within the Department of Chemical Engineering. In the past, the environmental engineering requirements mostly dealt with water pollution problems. Thus, many schools offered environmental engineering courses (sanitary engineering) from the civil engineering program. Recently, we have become interested in a wider spectrum of environmental issues.³

The University of Ottawa expects that student demand for the proposed new option will be strong. Inquiries received from students regarding an Environmental Option have grown steadily in the last few years. Also, letters have been received from both the President of the Graduate Students' Association and a representative of the Chemical Engineering Co-op class indicating their support of the proposed program.

Projected enrolment for the proposed option suggests that 20 students will be accepted into the program in its first year of operation, increasing to a steady-state admission level of 30 students within five years. The University believes that this new option will attract additional students to the field of Chemical Engineering rather than draw from the current pool of students entering Chemical Engineering programs.

The proposed Environmental Option received Senate approval on February 4, 1991. The University of Ottawa indicated that the program will be offered without any additional demands being placed on the central University budget. External funding or adjustment of internal resources will cover the additional costs of offering the program.

CODE's comments provided by COU indicate system-wide support exists for the proposed new option.

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2. Dr. R. H. Crotogino, Director of Research, Engineering, Pulp and Paper Research Institute of Canada, response to "Questionnaire for the Proposed Environmental Option within the Chemical Engineering Program at the University of Ottawa", submitted to the Ontario Council on University Affairs by the University of Ottawa, Request for Funding Eligibility: Chemical Engineering (Environmental Option), July 4, 1992.
 3. Letter from Dr. Chu Hsi, Manager, Institutional Programs, Alberta Oil Sands and Research Authority to Dr. Zdrauko Duvnjak, Chairman, Department of Chemical Engineering, University of Ottawa, February 6, 1991.

The Academic Advisory Committee is satisfied that the new option primarily involves the combination of a limited number of new courses with an existing approved program, and that the University of Ottawa's request for funding eligibility is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Applied Science program in Chemical Engineering (Environmental Option) at University of Ottawa be recommended as eligible for counting.

Academic Advisory Committee

January 24, 1992

Appendix S

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Civil Engineering (Environmental Option), (BASc)
University of Ottawa**

**New Undergraduate Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 4, 1991, the University of Ottawa submitted the new professional undergraduate Bachelor of Applied Science program in Civil Engineering (Environmental Option) to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) which in turn forwarded the program to the Committee of Ontario Deans of Engineering (CODE) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed new Environmental Option, established within the existing BASc program in Civil Engineering, is an interdisciplinary option including course offerings from the Departments of Biology, Mechanical Engineering, Chemical Engineering and Civil Engineering. The curriculum differs from the regular Civil Engineering program offered in that upper-year core courses in Structural Design, and some technical elective courses have been replaced with science and engineering courses more related to waste-management. The University of Ottawa indicates that over 75% of the courses within the proposed new Environmental Option currently exist under the University's BASc in Civil Engineering program.

The University of Ottawa argues that "increased awareness of environmental problems and society's continued assault on the environment are fundamental reasons for educating students in this field."¹ Also, the University of Ottawa indicates that employment opportunities in the environmental field have been steady to increasing.

Survey data gathered by the University of Ottawa from potential employers suggests that specific fields such as Water Resource and Waste Management will require additional environmental engineering expertise in the future.

Responses were received from 39 individuals representing engineering firms, hospitals, environmental consulting agencies and related industries, commenting on the Environmental Option and indicating their strong support for the new option. The sample comments below provide evidence of the broad employer support for the establishment of an Environmental Option within the existing Civil Engineering program and the specific societal need these graduates are expected to respond to.

1. University of Ottawa, Request for Funding Eligibility: Civil Engineering (Environmental Option), July 4, 1991.

For example, the Manager of Water & Wastewater, McNeely Engineering Limited, states: "Environmental Engineering continues to be a rapidly-growing field. We in the consulting field look forward to accepting graduates with more specific background in this field."²

Similarly, the Senior Municipal Engineer for Novatech Engineering Consultants Limited indicated support for the proposed new option with the following statement:

Our engineering activities are affected daily by environmental issues. We need to focus on training and education in this field since environmental concerns will increase and the engineer's role will have to be broader based in this area.³

Comments made by a representative of the Ministry of Natural Resources indicated that graduates of the proposed Environmental Option will be responding to a societal need that is international in scope:

I feel this program option will train students to meet world demands for environmentally sound engineering practices. Planned core courses and electives will cover material suitable for applied use at aquaculture systems, especially regarding solid waste management and groundwater/seepage.⁴

The University of Ottawa indicates that student demand for the proposed new option is anticipated to be strong. Since the possibility of offering the program was advanced to University of Ottawa students, interest expressed by students has been considerable.

Projected enrolment for the proposed option suggests that 20 students will be accepted into the program in its first year of operation, increasing to a steady-state admission level of 30 students within five years. The University believes that this new option will attract additional students to the field of Civil Engineering rather than draw from the current pool of students entering Civil Engineering programs.

The proposed option received Senate approval on February 4, 1991. The University of Ottawa indicated that the program will be offered without any additional demands being placed on the central University budget. External funding or adjustment of internal resources will cover the additional costs of offering the program.

CODE's comments provided by COU indicate system-wide support exists for the proposed new option.

The Academic Advisory Committee is satisfied that the proposed new option primarily involves the combination of a limited number of new courses with an existing approved program, and that the University of Ottawa's request for funding eligibility is reasonable and justifiable.

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2. D.W. Lishman, Manager, Water & Wastewater, McNeely Engineering Limited response to "Questionnaire for the Proposed Environmental Engineering Program at University of Ottawa", University of Ottawa, Request for Funding Eligibility: Civil Engineering (Environmental Option), July 4, 1991.
 3. Ronald S. Cebryk, Senior Municipal Engineer, Novatech Engineering Consultants Ltd. response to "Questionnaire for the Proposed Environmental Engineering Option within the Civil Engineering at the University of Ottawa", University of Ottawa, Request for Funding Eligibility: Civil Engineering (Environmental Option), July 4, 1991.
 4. John E. Taylor, Manager, Ministry of Natural Resources response to "Questionnaire for the Proposed Environmental Engineering Program at the University of Ottawa", University of Ottawa, Request for Funding Eligibility: Civil Engineering (Environmental Option), July 4, 1991.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Applied Science in Civil Engineering (Environmental Option) program at University of Ottawa be recommended as eligible for counting.

Academic Advisory Committee

January 24, 1992

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Russian and Soviet Studies, (Honours BA)
Queen's University**

**New Undergraduate Special Program
Considered for Funding Eligibility**

(Cursory Review)

On July 29, 1991, Queen's University submitted the new special Honours Bachelor of Arts program in Russian and Soviet Studies to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed Honours Bachelor of Arts program in Russian and Soviet Studies is a special concentration offered by the Department of Russian Studies in cooperation with such other departments as History, Political Science, Economics and Geography. The proposed interdisciplinary program proposes to offer students a curriculum of study which captures the cultural contextualization of the study of Russian Language and Literature while also allowing for broader integration of studies in Economics, History, Politics and Geography.¹ Students enrolled in this program will be given the option of spending the Winter term of their third year at a Russian institute with a preliminary course at Dalhousie University.

Queen's University states that two new courses have been added in order to offer the new concentration. The Committee notes that less than 25% of the courses within the Russian and Soviet Studies' Honours BA program are new.

Queen's University indicates that the societal need for this program has developed largely from changes in the former Soviet Union which have occurred over the last several years and are continuing to occur. It is argued that as the now Commonwealth of Independent States further opens up and takes charge of its own affairs, there will be an increasing need for individuals to pursue business opportunities and accept government positions in external affairs and international trade.² Queen's University believes that individuals who understand the language, literature, culture, politics, history and economics of the Commonwealth of Independent States will be most effective in filling such positions.

The views expressed by one Queen's International Business Professor reinforce the argument made for the existence of employment opportunities:

The assessment of opportunities and management of risks by both government and business will require professionals in diplomacy, trade development,

1. Queen's University, Response to OCUA Request for Additional Information, July 29, 1991.

2. Queen's University, Response to OCUA Request for Additional Information, January 10, 1992.

investment and business management, who have a thorough grounding in the language, culture and history of Russia, the surrounding states and old allies.

To have a concentration such as the Queen's concentration in Russian and Soviet Studies would therefore be not only entirely consistent with our national political interests, but also especially relevant and important to our interest in national prosperity through international economic competitiveness.³

The University projects also that this need will be "national, long-term, and will likely increase as these countries further attempt to establish themselves politically and economically."⁴

Student demand for the new concentration is expected to be modest to strong. Queen's University indicates that student demand for Russian Language and Literature courses has been modest but steady with small increases in the recent past. Student interest in this area is expected to grow over the next decade in light of recent events.

The program received Senate approval on September 26, 1991. Queen's University indicated that the program will be offered without any additional demands being placed on the central University budget. External funding or adjustment of internal resources will cover the additional costs of offering the program.

Comments provided by COU indicate that strong support exists within the university system for the proposed new concentration.

The Academic Advisory Committee is satisfied that the program primarily involves a repackaging of existing courses, and that Queen's University's request for funding eligibility is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Arts program in Russian & Soviet Studies at Queen's University be recommended as eligible for counting.

Academic Advisory Committee
January 24, 1992

3. Letter from Dr. W.D. MacNamara, Associate Professor International Business, Queen's University to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, January 8, 1991.

4. Queen's University, Response to OCUA Request for Additional Information, January 10, 1992.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Music Therapy (BMT)
University of Windsor**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On July 9, 1991, the University of Windsor submitted the new quasi-professional Bachelor of Music Therapy program to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed program was developed in close consultation with the Canadian Association for Music Therapy (CAMT). Admission to the program is based on an audition and personal interview to assess the prospective student's suitability for work with exceptional people within the profession of Music Therapy.

Program graduates are eligible for certification with the CAMT upon graduation and completion of six months/1,000 hours in a clinical training site approved by the National Association of Music Therapy (NAMT). Once this is completed, students are eligible for certification as a Registered Music Therapist (RMT). Further certification as a Music Therapist Accredited (MTA) with the Canadian Association of Music Therapy is accomplished by submitting academic and clinical credentials and completing a personal interview with the CAMT Education Committee.

Required courses in the program cover theory, performance studies, ensembles, music therapy, history and literature studies. The field practice component of the program includes work with children, adults and the aged.

2. Academic Quality

The program was approved by the Senate of the University of Windsor on May 17, 1990.

3. Financial Viability

The University of Windsor has assured Council that the resources necessary to support the program on a long-term basis are already in place.¹ The Board of Governors' approval was not required.

1. Letter from Mr. T.H.R. Parkinson, Vice-President, Finance and Services, University of Windsor to Dr. H.V. Nelles, Chair, Ontario Council on University Affairs, July 9, 1991.

4. Projected Enrolment

The University of Windsor admitted seven students into the program in 1990-91. Thirteen students were accepted into the program in 1991-92. The University notes that it will continue to increase admissions until the steady-state intake level of 15 students is achieved in 1994. At that time, the steady-state total enrolment in the program will approach 60 students. The University of Windsor indicates that a significantly larger number of students will avail themselves of the Music Therapy courses although they are registered in other programs.

5. Co-operation with other Post-Secondary Institutions

During the development of the program, the University of Windsor consulted widely with other Music Therapy programs in Canada, and particularly with Wilfrid Laurier University, which houses the only other program in Ontario.

The University of Windsor also developed a joint agreement with neighbouring Wayne State University in Detroit, Michigan, which has had a Music Therapy program for a number of years. Under the terms of this agreement, the University of Windsor can access Wayne State University's experience, network of clinical sites and professionals. The agreement also provides for a full-time Music Therapist, shared between the two universities.

Students from these two institutions meet annually and in the future, the University of Windsor intends to organize a similar event between its students and those of Wilfrid Laurier University.

6. Societal Need and Student Demand

The proposed Bachelor of Music Therapy program will meet a need for therapists skilled in the use of music therapy in hospital, school and other institutional settings, working with people with various physical and psychological disabilities. The program will also produce graduates qualified to pursue graduate work and research in music or combined arts therapy.

Based upon the positions held by graduates of the program at Wilfrid Laurier University, students will find employment as Music Therapists in publicly and privately-funded institutions such as hospitals, special care facilities, psychiatric institutes and group homes. Some may find part-time teaching positions within the university system, others will go into private practice, pursue graduate studies, attend teachers' college or work within school boards.

Based on the results of a survey of CAMT members, conducted by the University of Windsor's School of Music in May, 1989, 70% of the respondents indicated that they believed that career prospects for program graduates would be good to very good.²

The University's submission also noted that the Province of Ontario leads the country in terms of the number of facilities employing professional music therapists. As local and regional agencies become aware of this newly emerging profession, demand for graduates is projected to dramatically increase.

Student demand for the program is also expected to be high and long-term. The Dean of the Faculty of Music at Wilfrid Laurier University noted that their program must turn away a number of good students each year:

... we hope that another program will be developed that will remove some of the pressure from us. There are many applicants, and quite a few are disappointed

2. University of Windsor, *Ibid.*, Attachment "Music Therapy Report", July 11, 1989, Dr. E. Gregory Butler, Director, School of Music, University of Windsor.

when they do not receive acceptance into our program. The reasons for our restrictions are two-fold: 1) there are very few qualified music therapists in institutions in our area who can supervise the "practicum" component of the third and fourth year courses; and 2) ... from the outset ... any music therapy applicant would have to audition and be admitted in competition with all B.Mus. applicants ... many people who we know could be good therapists and who perhaps play a number of instruments useful in that profession are not able to meet the standard of the B.Mus. audition in one instrument ... We admit only 10 to the B.M.T. program in third year when the specific M.T. courses begin.³

The University of Windsor indicates that 33 Ontario students have left the province to study Music Therapy in Vancouver within the last ten years and that approximately 50 Canadians have received and/or are in the process of receiving degrees in Music Therapy in the United States.⁴

Since its establishment in 1990, the program offered by the University of Windsor has received a significant number of inquiries and, like Wilfrid Laurier University, has had more qualified applicants than available places. Letters reviewed by the Committee from students of the program indicated that it was strongly supported and appreciated.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

As previously noted, there exists only one other program in Music Therapy in Ontario which is located at Wilfrid Laurier University in Waterloo. Although both programs offer an Honours Baccalaureate degree leading to certification with the CAMT, the Academic Advisory Committee is satisfied that the admission policies of the two programs are sufficiently different and the societal need and student demand for such programs is sufficiently great that accessibility to a Music Therapy program in Ontario is enhanced by the addition of the program at the University of Windsor. The Committee concludes that any duplication of the existing program at Wilfrid Laurier University is, therefore, justifiable.

8. Local and Regional Support for the Program

The Committee reviewed a number of letters written in support of the need for this program from organizations such as the Rotary Club, which has created a scholarship for a full-time student of the program, Grace Hospital of Windsor, the Director of the Richards Institute of Education Through Music of Canada and the Catholic Education Centre of Essex.⁵

The submission also indicated that a wide variety of clinical placements have been made available to students in the program by local and regional organizations.

The Council of Ontario Universities reviewed the program and there were no concerns or objections registered.

3. Letter from Dr. Gordon K. Greene, Dean, Faculty of Music, Wilfrid Laurier University to Dr. E. Gregory Butler, Director, School of Music, University of Windsor, March 3, 1989.

4. University of Windsor, Report to the Ontario Council on University Affairs regarding the Bachelor of Music Therapy Degree Program, July 9, 1991, Attachment 6A.1 "Statement by Dr. Sammi Liebman, Professor of Music Therapy."

5. University of Windsor, Ibid., Appendices.

9. Institutional Appropriateness

The development of the proposed program is consistent with the University of Windsor's existing strengths in drama and music, particularly the School of Dramatic Arts' "Drama in Education" program, and in the School of Music's "Education through Music" program. Other corollary program strengths exist within programs in Psychology and Human Kinetics.

With the exception of the specific courses in Music Therapy, the required courses are already in place. The only additional resource required involved the appointment of a music therapist, the cost of which is shared with Wayne State University.

The Academic Advisory Committee is satisfied that this program is an appropriate development at the University of Windsor.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Music Therapy program at the University of Windsor be recommended as eligible for counting.

Academic Advisory Committee
December 13, 1991

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Planning (Honours BA)
University of Windsor**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On June 26, 1991, the University of Windsor submitted the new quasi-professional Honours Bachelor of Arts program in Planning to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed four-year program will be offered through the Faculty of Social Science, Department of Geography, with a core planning program as required for recognition by the Ontario Professional Planners Institute (OPPI) and two areas of emphasis: a Business Option and a Design Option. A co-op option may be made available in 1993.

2. Academic Quality

The program was approved by the Senate of the University of Windsor on June 29, 1989.

3. Financial Viability

The University of Windsor has assured Council that the resources necessary to support the program on a long-term basis are already in place. The Board of Governors' approval was not required.

4. Projected Enrolment

The University of Windsor admitted eight full-time Honours students into the program in 1990-91. An additional 11 students were admitted in 1991-92. There is a total of 34 students currently enrolled. Without a co-op stream, the University of Windsor projects a steady-state admission-level of 25 students, to be achieved in 1996, with steady-state total enrolment reaching 82 students in the year 1999. With the addition of a co-op stream, a steady-state admission-level of 40 students would be achieved in 1997 and the steady-state total enrolment-level of 139 students would be achieved in the year 2000.¹

1. University of Windsor, Response to OCUA Request for Additional Information, October 23, 1991, pp.4 - 5.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other post-secondary institutions has been organized; however, the University of Windsor is exploring the possibility of co-operation with neighbouring Wayne State University regarding credit and course transferability.

6. Societal Need and Student Demand

The proposed Honours Bachelor of Arts program in Planning was developed by the University of Windsor in response to needs identified by graduates of its existing Geography program who were employed in Planning and related fields, and by members of the Planning profession. Both groups expressed a need "for a program that contained a solid theoretical academic core, augmented by courses that transmitted practical knowledge."² In addition, a survey, conducted by the University of Windsor, revealed a strong demand "for secondary concentrations in Design and Business which are not emphasized in existing programs."³

In its assessment of societal need for program graduates, the University of Windsor applied a four percent turnover rate to the estimated 5500 planning-oriented jobs which exist in Ontario, revealing a turnover of 220 jobs annually. The University indicates that this conservative number is confirmed by estimates based upon similar job advertisements. The University concludes that "the demand is in equilibrium with the numbers graduated from existing programs when the projected Windsor enrolments are included."⁴

The University also notes that the market for planners in related fields, including police forces, school boards, real estate branches of financial institutions, geographic information systems, industrial development commissions, municipal offices, harbour commissions and social agencies, is expanding even more rapidly than the traditional employment sectors. The University notes that its recent Geography graduates as well as the OPPI and the Canadian Institute of Planners (CIP) have verified this trend.

In its review of the societal need for the proposed program, the Academic Advisory Committee consulted with a variety of Planning and related university departments within the Province of Ontario, as well as with Planning experts located across Canada.

The results of the Committee's enquiries confirmed that student demand for the program will be high and that the job opportunities for graduates will be diverse and not all strictly located within the Planning profession.⁵ Comments from the University of Toronto indicated that

... even taking account of the marked recessionary effects on the public and private sector demand for planners, if professional education must be market-driven, then the University of Windsor is taking the best possible step.

To our knowledge, no graduate or undergraduate program in the Province offers a planning specialization in either Business or Urban Design, and it is precisely in these two areas where we expect growth to occur in professional planning

2. University of Windsor, *Ibid.*, pp. 2 - 3.

3. University of Windsor, *Ibid.*, p. 3.

4. University of Windsor, *Ibid.*, pp. 3 - 4.

5. Letter from Dr. Walter G. Hardwick, Professor and Chair, UBC Urban Studies Committee, University of British Columbia to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, January 6, 1992.

over at least the next few years. We anticipate, then, that the Windsor program will find a secure niche for itself in the job market.⁶

Comments received from the University of Waterloo and Brock University indicate that the job market for graduates of such a program will be good, and that the positions obtained by graduates will be diverse, and not all located within the Planning profession. This point was reiterated by Dr. S.G. Rich, Planning Consultant, who noted:

... this program ... will be a valuable addition to planning education in Ontario... there has been a steady growth in the demand for graduates from planning programs. This in spite of economic downturns. Most of the graduates take their first job with one of the three levels of government or with consultants. However, a growing number are finding employment in non-traditional planning employment where their problem solving abilities and their knowledge of community decision-making processes are useful. Some are employed by the land development industry, or as development loan officers in banks, as researchers with law firms that specialize in development issues, or in private companies such as those involved in long range transportation, where knowledge of urban structure and traffic regulation is important to the success of the business. These are a few of the examples where the field open to planning graduates is widening; this in addition to a growing demand for people to fill traditional planning positions.⁷

Comments from some of the Ontario universities consulted suggested that programs in Planning should necessarily be graduate programs. However, the University of Waterloo indicates that the experience of its undergraduate Planning students suggests that they are competitive with graduate-level educated planners after two years in the work-place and even sooner, if they have opted to study in a co-operative education format.⁸

Extensive comments provided by a number of potential employers, contacted by the University of Windsor, further substantiated the need for the program. Reflective of these comments are the observations of Mr. William S. Hollo, MCIP, of the North York Planning Department, who indicated:

... the two streams offered in your program co-incide with two major applications in municipal planning today ... **The Business Option** should provide a sound basis to start a career in policy and development planning, by combining planning and urban theory with financial and management skills ... **Your Design Option** addresses the need for generalist planners familiar and comfortable with the principles and practice of urban design. I particularly like the fact that, even in the design option, you have left as required course elements, accounting and

6. Letter from Dr. Alan Waterhouse, Professor and Director, University of Toronto, Department of Geography, Programme in Planning, University of Toronto to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, January 3, 1992.

7. Letter from Dr. S. George Rich, MCIP, MRSIC, Planning Consultant, Hawkswood, Ontario to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, January 2, 1992, pp. 1 - 2.

8. Telephone conversation with Dr. Larry R.G. Martin, Professor and Director, School of Urban and Regional Planning, Faculty of Environmental Studies, University of Waterloo, January 24, 1992.

finance. I have noted that in the past there have been many examples of urban design schemes done from a purely design approach which are never put into practice because of economic considerations.⁹

Mr. Hollo also indicates that program graduates will have the potential to make a unique contribution to the Planning profession:

Each planning school has its own personality. The planning schools at Ryerson, University of Toronto and York University all, quite naturally, tend to focus on Metropolitan Toronto. Since I started, since it is Metro, the planning approach must be complicated to be sophisticated, and because it is done here, it is by definition the best. Your school, with its affiliation with Wayne State, and its location in the Windsor-Detroit urban area, is bound to produce graduates with a different perspective on methods and approaches to planning, which is bound to add energy and creativity to planning organizations of all kinds.¹⁰

The Academic Advisory Committee reviewed comments from COU which suggested that the original University of Windsor submission was lacking in evidence to support the societal need for the program. Since the Committee has conducted an extensive survey of Planning and related departments across the Ontario university system, consulted a number of expert consultants, and received additional documentation from the University of Windsor, the Committee is satisfied that there is a demonstrable need for the program.

The University of Windsor notes that the development of the proposed program was instigated by demand from graduates of the existing Geography program, who had pursued professional or academic careers in the Planning field, and who indicated that they had been initially disadvantaged by their lack of professional Planning credentials relative to their competition. The enrolment levels in Year One and Year Two of the program's operation have confirmed that there is significant student demand for the program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

The University of Windsor indicates that its program is unique, when compared to existing undergraduate programs offered at the University of Waterloo and Ryerson Polytechnical Institute, since neither of the existing programs formally offer a Business or computer-assisted Design option. The Committee is satisfied that, strictly-speaking, that is true. However, comments provided by the University of Waterloo point out that students in both existing programs are able to construct a similar program of study should it reflect their career aspirations.¹¹

9. Letter from Mr. William S. Hollo, MCIP, Director of Long Range Planning, Planning Department, City of North York to Dr. Gerald Romsa, Director, Planning Program, University of Windsor, February 4, 1992, p. 1.

10. Mr. William S. Hollo, *Ibid.*, pp. 1 - 2.

11. Letter from Dr. Larry R.G. Martin, Professor and Director, School of Urban and Regional Planning, Faculty of Environmental Studies, University of Waterloo to Dr. J. G. Kalbfleisch, Associate Provost, Academic Affairs, University of Waterloo, January 14, 1992, pp. 1 - 2, forwarded to the Ontario Council on University Affairs.

Since the proposed program appears to be responding to regionally-specific student demand and societal need, the Academic Advisory Committee is satisfied that any duplication of existing programs is justifiable.

8. Local and Regional Support for the Program

The Academic Advisory Committee notes that the program was accepted for recognition by the Ontario Professional Planners Institute on November 23, 1990.¹² Numerous letters supporting the need for program graduates were received from a variety of sources, including: the Corporation of the City of Chatham - Department of Planning; the Windsor-Essex County Development Commission; M.M. Dillon Consulting Engineers, Planners and Environmental Scientists; the City of Kitchener; the Toronto Harbour Commissioners; The Corporation of the City of Brampton; and, the IMC Consulting Group Inc. The Academic Advisory Committee is satisfied that there exists local and regional support for the proposed program.

9. Institutional Appropriateness

The Honours BA program in Planning, proposed for funding eligibility by the University of Windsor, is consistent with existing strengths within the University's Department of Geography. Many of the courses within the new program were already in place. The Department of Geography houses an AUTOCAD micro-computer laboratory. The Faculty of Engineering's CAD/CAM centre will be used by students working on projects within the computer-assisted Design option. Business courses will be provided by the Faculty of Business Administration. The research interests of faculty have been strongly related to planning issues for a number of years. The proposed program is consistent with the objectives of the University as established by the Academic Planning Committee of the Senate of the University of Windsor since the 1970's. No additional resources are required to mount the program.

The Academic Advisory Committee is convinced that the proposed program is consistent with the aims, objectives and existing strengths of the University of Windsor. The Academic Advisory Committee, therefore, is satisfied that this program is an appropriate development at the University of Windsor.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Arts program in Planning at the University of Windsor be recommended as eligible for counting.

Academic Advisory Committee
February 20, 1992

12. Letter from Mr. Gerald A.P. Carrothers, Vice-President (Membership), Ontario Professional Planners Institute to the University of Windsor, December 5, 1990.

Appendix W

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Nursing (BScN)
Post-Diploma Program
York University
(Atkinson College)**

**New Undergraduate Professional Program
Considered for Funding Eligibility**

On July 31, 1991, York University submitted the new professional Bachelor of Science, Post-Diploma program in Nursing to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Ministry of Health and the Council of Ontario Universities (COU) for comment. The Council of Ontario Universities referred the program to the Ontario Council on University Health Sciences.

Council referred the program, and Ministry of Health and COU comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed program is offered in a part-time format through Atkinson College, Department of Nursing. The program focuses on community health, emphasizing health promotion, disease prevention, social and family environment, ethical issues, health finance and human resource strategies based on health goals and needs-based planning. Some courses involve a practicum equivalent to 20 hours per week for 12 weeks. Students are placed in an agency or hospital setting with supervision. Many of the courses will be offered off-campus, close to the student's place of employment, at one of the 18 different hospitals used in an existing College Outreach program.

In co-operation with community college programs, the program builds on previous education and prepares students to progress to Post-Baccalaureate study should they wish to continue their formal education in the university setting.

The program was developed in consultation with an advisory committee which, among others, included the heads of the two existing Baccalaureate programs in Toronto, one of whom was also the Chair of the Ontario Region Canadian Association of University Schools of Nursing (ORCAUSN), a liaison member from the Community College Nursing Programs and the former Executive Director of the Registered Nurses' Association of Ontario.

2. Academic Quality

The program was approved by the Senate of York University on May 23, 1991.

3. Financial Viability

York University has assured Council that it fully endorses the program and agrees to meet the financial implications in order to support the program on a long-term basis.

4. Projected Enrolment

York University indicates that during the initial two years of the program, admissions will be limited to 30 FTEs per year. If, after that time, resources permit the program to expand, 15 FTEs will be added for each additional full-time Nursing faculty member in the Department of Nursing to a maximum of 60 FTEs per year. These projections are based on the assumption that 30 FTEs equals 50 students taking courses on a part-time basis.¹

Total steady-state enrolment in Year Five of the program under optimal conditions is projected to be 170 FTEs or 280 part-time students.

5. Co-operation with other Post-Secondary Institutions

The proposed program has engendered co-operation between a number of post-secondary institutions at both the university and college level. York University notes that the Dean of the University of Toronto, Faculty of Nursing, and the Director of the Nursing Department at Ryerson Polytechnical Institute, are continuing members of the Nursing Advisory Committee established for this program.

York University also indicates that it is in the process of discussing whether or not the proposed program can be incorporated into the arrangement which currently exists between the University of Toronto, McMaster University and Ryerson Polytechnical Institute in order to provide course equivalencies for their Nursing and related courses.

As the program is currently structured, students admitted to the program will be given up to four full-course equivalents of transfer credit for their work in the Colleges of Applied Arts and Technology (CAATs)². One member of the Nursing Advisory Committee is a representative from the CAAT system. York University indicates that representatives of Atkinson College meet regularly with the heads of the Nursing programs in the CAATs for information updating and sharing. York University is in the process of ongoing discussions with the college system in order to explore further linkages between Diploma programs in Nursing and the proposed program.

York University notes that it has also engaged in consultation with the two graduate programs in Nursing offered in Ontario in order to ensure that graduates of its program would be eligible for entry to graduate work.

The Academic Advisory Committee notes that York University has made a significant effort to develop co-operative links between the proposed program and programs at other Ontario universities and colleges of applied arts and technology.

6. Societal Need and Student Demand

The proposed Bachelor of Science Post-Diploma program in Nursing was proposed in order to provide non-traditional students in the Greater Toronto Area (GTA), who hold a diploma in Nursing, with an opportunity to obtain a Baccalaureate degree in Nursing on a part-time basis. The program was conceived in a format which would make it accessible in terms of location and in terms of scheduling, to nurses employed in the northern tier of the GTA, since courses would be offered year-round in the evenings and on weekends.

In its submission, York University makes the point that the need for such a program serving mature students, who work on a full-time basis in the Greater Toronto area, is

1. York University, Atkinson College, Application for Undergraduate Professional Program, Bachelor of Science in Nursing, July 31, 1991, p. 4.

2. See Footnote 12 regarding Ontario Ministry of Health comments related to the number of full-course equivalents typically granted by Ontario universities.

projected to increase and that the inhabitants of the northern tier of the GTA are not well served by the programs located in downtown Toronto.

York University also argues that the proposed program will respond in a pro-active fashion to future needs for the provision of affordable, efficient health-care:

The current shift in health care from institutions to the community, and the government mandate that community health care must increase and institutional care decrease, will result in greater demand for nurses prepared to function in community settings. This program is directed at meeting that demand. Its focus on program development and health promotion parallels the guiding principles for current health legislation and is consistent with the direction of the Ministry of Health's directives for community health.³

Comments provided by the Saint Elizabeth Visiting Nurses' Association (SEVNA) reiterate this point:

SEVNA is a not-for-profit organization committed to the provision of high quality nursing care to individuals and families in their homes and communities. Services are provided to residents of Peel, Durham and Metro Toronto by a staff of approximately three hundred registered nurses ... The current trend to the provision of more health and nursing care in the community increases the urgency for a community-based baccalaureate program for registered nurses in the Toronto area.⁴

Letters reviewed by the Committee documenting the societal need for program graduates stressed the need for the advanced preparation and increased skill levels which will be required of Diploma-prepared nurses in areas related to community health. The proposed program will enable nurses, employed on a full-time basis, to obtain the new and advanced skills and knowledge which they will require in order to fulfil the demands of the nursing profession in the 1990's, as well as a shift towards home care and extra-hospital care settings.

York University notes that despite declining demand for full-time Nursing programs, the student demand for part-time programs remains high, particularly in the GTA. This is, in part, due to increasing pressure from the profession for the Baccalaureate to become the degree of practice for Nursing in Canada. The University notes that there are an estimated 67,000 Registered Nurses in Ontario who do not have a university degree, many of whom live in the GTA. In fact, York University argues that a large number of Diploma-prepared nurses residing in the GTA have elected to go to the United States for their post-basic Baccalaureate degrees because the programs in the American border cities were more accessible for part-time study.⁵

York University argues that the 2500 CAAT nursing graduates who join the work force annually will provide a stable pool of students from which the proposed program will draw

3. York University, *Ibid.*, p. 7.

4. Letter from Ms. Jean Dalziel, Interim Executive Director, SEVNA to Dr. June Awrey, Assistant Professor, Health Sciences and Health Administration, Atkinson College, York University, July 10, 1991.

5. York University, *Ibid.*, p. 8. York University notes that Niagara College in Niagara Falls, New York and D'Youville College in Buffalo, New York, provide part-time education at the Baccalaureate and Master's level in Nursing to current practitioners in the GTA.

its numbers, and that the student demand will far exceed the capacity of the proposed program.

Another source of potential students is those nurses who are currently unemployed due to cutbacks in the provincial health-care budget, who seek to upgrade their credentials and improve their marketability in today's workforce.⁶

York University also expects that some of the 1,000 nurses currently enrolled in Health Studies or Health Administration courses at Atkinson College will transfer into the proposed Nursing program.

The Academic Advisory Committee notes that the need for this program was extensively documented. Letters attesting to the need for the proposed program were provided by the Ontario Region - Canadian Association of University Schools of Nursing, the Ontario Nurses' Association, the Registered Nurses' Association of Ontario, the College of Nurses of Ontario, the Association of Nurse Executives of Metropolitan Toronto, the City of Toronto - Department of Public Health, Georgian College of Applied Arts and Technology, Scarborough Grace Hospital, The Toronto Hospital, Humber Memorial Hospital, Bloorview Children's Hospital, York-Finch General Hospital, North York General Hospital, the Victorian Order of Nurses, Faculty of Nursing - University of Toronto, Director of Nursing, Ryerson Polytechnical Institute, and numerous other hospitals, community colleges and health-care related organizations.⁷

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the proposed program.

7. Uniqueness

The Academic Advisory Committee notes that there are currently nine Ontario universities offering full-time undergraduate Nursing programs. Although all offer Post-Diploma Nursing degrees on a full and/or part-time basis, the number of admissions for post-basic students is usually limited, and full-time students may receive preference over part-time students.⁸

The proposed program would be the second BSc Nursing program to be offered in the GTA, the other program being offered at the University of Toronto. Ryerson Polytechnical Institute grants a Bachelor of Applied Arts degree in Nursing.

Although the University of Ottawa and Laurentian University currently offer Nursing degree courses in the GTA, the University of Ottawa has indicated that:

With the advent of the Post RN program at York, we anticipate that demand for our courses will diminish in the Toronto/Oshawa area and we anticipate withdrawing from those sites. We hope to work co-operatively with you to ensure that students who have taken courses from us and switch to the York program will receive credit to graduate from one institution or the other without a great deal of make-up work.⁹

6. York University, *Ibid.*, p. 9.

7. York University, *Ibid.*, Appendices B and F.

8. York University, *Ibid.*, p. 12.

9. Letter from Dr. Betty Cragg, RN, EdD, Head, Post RN Program, University of Ottawa to Dr. June Awrey, Interim Chair, Department of Nursing, York University, October 18, 1991.

York University argues that the proposed program is distinctive in a number of ways from existing programs. Firstly, the program is offered by a college entirely devoted to meeting the needs of the part-time, mature, working student. Other universities provide services to part-time students, but the primary focus remains on full-time programming. Secondly, the proposed program focuses entirely on the community-based model of health service provision, while in other Nursing programs within the GTA, this is a secondary issue. Thirdly, the program is interdisciplinary in nature while maintaining a rigorous science and clinical base. Finally, the program will serve the needs of its clientele in a distinctive fashion by enabling students to specialize in areas such as health and aging, community program planning, women's health, administration, or other areas of particular interest through course planning and specially selected clinical placements.¹⁰

In light of the strong evidence of societal need and student demand for the proposed program, and the particular emphasis of the program on community-based nursing practice and Diploma-prepared nurses studying on a part-time basis, the Academic Advisory Committee is satisfied that, in this case, any duplication of existing programs is justifiable.

8. Local and Regional Support for the Program

York University notes that it currently serves part-time students from as far north as Barrie, as far east as Durham, and as far west as Brampton through courses offered by Atkinson College at both on and off-campus sites.

As noted above, the Academic Advisory Committee reviewed over 50 letters from local and regional hospitals, agencies and professional bodies which affirmed the need for this program from the point of view of societal need and student demand. Comments from COU indicated that

Voting papers returned by ten members of the 11-member OCUHS all indicated strong support for the development of additional baccalaureate educational opportunities for nurses in Ontario, particularly on a part-time basis. Need for such a programme from the point of view of both student demand and labour market demand has been well documented. OCUHS confirms its endorsement of the York University BSc programme in Nursing ...¹¹

The Ministry of Health also indicated its support for the program, stating:

We support the proposal from York University for a part-time BScN program at Atkinson College. My Ministry endorses a range of preparation for nurses is needed to meet the future health care needs of the population, and recognises

10. York University, *Ibid.*, p. 13.

11. Letter from Dr. Peter George, President, Council of Ontario Universities, to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, November 11, 1991, Attachment.

that limited part-time opportunities are available to nurses to upgrade their training to the baccalaureate level.¹²

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed program.

9. Institutional Appropriateness

The proposed program will build upon existing related strengths within the BA Health Studies program, the Bachelor of Administrative Studies - Health Administration Option program and the York University Centre for Health Studies. It is entirely consistent with the mission of Atkinson College which is to serve part-time students, women and mature students. It is also consistent with the Academic Plan of York University.

The Academic Advisory Committee notes that 18 local and regional hospitals have already been involved in hosting Atkinson College outreach courses and that these same institutions will be providing clinical placements for students enrolled in the proposed program.

The Academic Advisory Committee is satisfied that this program is an appropriate development at York University.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Science Post-Diploma program in Nursing at York University be recommended as eligible for counting.

Academic Advisory Committee
November 15, 1991

12. Memorandum from Ms. Anne Barszczewski, Acting Manager, Health Human Resources Policy to Mr. B.J. Mackay, Director, University Relations Branch, Ministry of Colleges and Universities, November 8, 1991, pp. 1 - 2.

The Ministry of Health further noted that within the York program "students may receive only 4 credits for their work in CAATs programs, when other universities commonly accept 5 credits. The university should be asked to justify the acceptance of so few credits when 5 is the norm." The Academic Advisory Committee would encourage York University to adopt the prevailing model of accepting 5 CAAT credits for previous work.

92-II The Future of the Ontario College of Art

1.0 Summary

In 1989, the Ontario College of Art signalled that it was insolvent. Council initiated a process of fact finding, which led to additional special consideration being given to the College, and a request that the College prepare plans which would, in both the short and longer term, restore fiscal health. The College responded that this health could only be accomplished by additional special consideration in the form of an ongoing annual supplementary grant of \$1.7 million. Council indicated to the Minister that it could not accept the planning documentation submitted by the College to be a sufficient basis upon which to make a recommendation to the Minister. The Minister asked Council to undertake a review which has now been completed.

Council was ably assisted in this review by a three-person Task Force, made up of educators with strong personal backgrounds in the visual arts and art education. This review has led Council to conclude that the College's role and mission should continue to be primarily a teaching institution, that the College's programs and courses need to be restructured, and that such a restructuring can lead to improved programs that are offered more economically. Council has also concluded that the College will need assistance, both in the form of outside expertise and financial assistance, over the course of the restructuring.

1.1 Introduction

The Ontario College of Art has played a major role in the development of the visual arts in Canada for more than 115 years. For many years, the College stood alone in providing Visual Arts education and training at the post-secondary level in Ontario. Many of Canada's outstanding artists and designers have been educated at the College.

Commencing in the fiscal year 1985-86, a pattern of operating deficits developed at the Ontario College of Art, so that by the end of the fiscal year 1990-91, the College had an accumulated deficit of \$1,403,212. In its 1989 annual brief to Council, the Ontario College of Art signalled that **"OCA is insolvent -- at its present level of funding OCA is not viable"**.¹ On July 31, 1989, the Minister referred the matter of the College's financial difficulty to Council.

As a result, Council appointed a Fact Finding Group to engage in a brief, but intensive encounter, with the finances of the institution. In October, 1989, the Fact Finding Group reported the following:

- the College would not have a cash flow problem in 1989-90, but would have one in 1990-91 if the then current trends continued;
- the College had contributed greatly to its financial difficulties by allowing its enrolment to drop at a time when it had, at its own request, obtained an increase in both its fee levels and its institutional weight²; and

1. Ontario College of Art, Signal of Distress: A Brief to the Ontario Council on University Affairs. June 1989, p. 1.

2. Council had recommended that the College's weight be increased from 1.3 to 1.35 in Advisory Memorandum 1986-VII and that its formula fee rate be increased to the "Group 5" level outlined in the Operating Formula Manual. The Minister of Colleges and Universities had accepted those recommendations.

- personnel policies and contractual agreements entered into by the College exacerbated the financial situation.³

As a consequence of the Fact Finders' Report, Council recommended to the Minister of Colleges and Universities, that the College's corridor be temporarily reduced to prevent a loss in income as a result of falling enrolment, and that the flow of operating grants be accelerated to avoid debt charges.

Council forwarded the Fact Finders' Report together with the responses of the College to the Minister in October, 1989. The Minister asked the College to submit to Council a short-term business plan to produce a balanced budget, and to the Minister a schedule outlining the process to formulate a longer-term plan that would create some equilibrium between program requirements and likely income.⁴ In December, 1990, the College submitted a five-year plan entitled, 10 Goals for OCA, which essentially reconfirmed the existing mission, programs and practices of the College, and requested an ongoing annual supplementary grant of \$1.7 million for the College.⁵ Council did not consider this document to be a sufficient basis upon which to make a recommendation to the Minister.

In January, 1991, Council forwarded 10 Goals to the Minister of Colleges and Universities with a commentary. The Minister subsequently asked Council to undertake a comprehensive external review of the College's mission, programs and operations.⁶

1.2 The Task Force to Review the Ontario College of Art

In June, 1991, Council appointed Professor Joy Cohnstaedt, Dean, Faculty of Fine Arts, York University, Professor Mary Hofstetter, President, Sheridan College and Professor Alice Mansell, Chair, Department of Visual Arts, The University of Western Ontario, as members of a Task Force to review the Ontario College of Art.

The Task Force began its work in July, 1991. It undertook a series of consultations, meetings and interviews with the senior management, governors, faculty, students, alumni and support staff of the College. It retained four consultants to perform short studies on governance of the College, the management, planning and budgeting capabilities of the College, the academic and student support services of the College, and the non-academic services of the College. It selected sixteen academic reviewers, in consultation with the College, to conduct six program reviews to assess the quality of the College's academic programs. Data bases were compiled from data manually assembled by the College to be used in the Task Force's analyses. Additionally, the Task Force conducted its own research in the areas of societal need, student demand and current patterns and practices of post-secondary Visual Arts education.

3. Ontario Council on University Affairs, Report of the Fact Finding Committee appointed to Inquire into the Insolvency of the Ontario College of Art, October 1989.

4. Letter from the Honourable Sean Conway, Minister of Colleges and Universities to Mr. Timothy Porteous, President, Ontario College of Art, January 11, 1990.

5. The Ontario College of Art, 10 Goals for the Ontario College of Art, November 30, 1990.

6. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H.V. Nelles, Chairman of the Ontario Council on University Affairs, February 21, 1991.

1.3 Summary of the Task Force's Interim Report and Discussion Paper

These consultations, meetings, interviews, studies, program reviews, data and research formed the basis of an Interim Report and Discussion Paper prepared by the Task Force and submitted to the Funding Committee of Council in two parts. The first part, dated October 31, 1991, provides the context for the issues relating to mission and funding of the College. The second part, dated December 6, 1991, deals with the specific aspects of the College's operations as they relate to its mission and funding internally. Both parts of the report were widely distributed to the OCA community to solicit response.

As summarized in the Final Report of the Task Force, the main conclusions of the Interim Report and Discussion Paper in its entirety were:

- no apparent institution-specific funding problem exists at OCA when assessed within the jurisdiction of Ontario;
- an opportunity exists for leadership to implement required change at OCA;
- numerous faculty and students are anxious to strengthen the College programs and delivery [modes];
- curriculum changes are needed for pedagogical reasons. Changes are also possible in the areas of course content and delivery modes which will improve service to students; and
- effective alternative instructional models exist which are more economical than current practices at the College.⁷

Responses to the Interim Report were received from the President and members of the College, from the Ontario College of Art Faculty Association, from the College's Alumni Association, from OPSEU Local 567 representing the staff, and from the Library Subcommittee of Curriculum prior to the drafting of the Final Report.

1.4 Summary of the Task Force's Final Report

On February 12, 1992, the Task Force submitted its Final Report to Council. This report reflected the Task Force's belief that the fundamental problems facing the College are academic and programmatic, and that the financial problems are symptomatic of these underlying issues.

The findings and recommendations made by the Task Force in the Final Report can be summarized as follows:

- the College can continue to play an important role in the university system as a provider of education and training in the visual arts with a particular emphasis on what OCA's Alumni Association has called "exceptionally visually-oriented"⁸ art education;
- the name of the institution and its objects, as outlined in a mission statement, should be changed to reflect the important role Design plays;

7. Task Force to Review the Ontario College of Art, Final Report, February 12, 1992, p. 6.

8. Ontario College of Art Alumni Council, Response to the OCUA Task Force appointed to review the Ontario College of Art, January 8, 1992, p. 4.

- the College is primarily a teaching institution, which focuses on the student and his or her needs. Thus the objects, as set out in its Act of Incorporation, should not be changed;
- the Council of the College must take a more proactive role in the College's affairs, particularly long-range planning;
- the senior management team of the College should have external assistance with restructuring;
- as part of the restructuring process, the College should further research the options presented in the report on corporate structures;
- the College should continue to be funded under the operating grants formula for the University sector at the current weight of 1.35;
- if, after the development of a plan for restructuring, the College presents a comprehensive plan to OCUA which satisfies certain conditions and clearly shows that its programs should have a weight of 1.5, OCUA should re-examine the College's case for the higher weight;
- the College should begin a three-year period of restructuring ending in 1994-95, in which the governors, administration, faculty association, staff union, student organizations and alumni should be involved;
- the Minister of Colleges and Universities should authorize OCUA and the College Council to jointly appoint an Implementation Team to develop the restructuring plan for the approval of the College's Council in close collaboration with the College community and with the President of the College being an ex officio member;
- during the restructuring period, the Minister of Colleges and Universities should continue to require OCUA to approve the College's annual budget and monitor its revenues and expenditures; and
- in each of the three years of the restructuring period, up to \$800,000 should be made available for the costs of restructuring, including the externally contracted expertise. The provision of this money should be conditional on OCUA entering into an agreement with the College's Governing Council.

A complete list of the Task Force's recommendations is attached in Appendix A.

1.5 1991-92 Budget of the Ontario College of Art

At the same time that the Minister of Colleges and Universities asked that Council review the Ontario College of Art's mission, programs and operations, the Minister also requested that Council review and approve the 1991-92 College budget and identify any extraordinary funding required for the upcoming fiscal year.⁹

9. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H.V. Nelles, February 21, 1991.

After engaging in a continuous process of dialogue with the College, Council approved the College's budget for 1991-92. Council believed, however, that it was important to provide financial incentives to the College to effect further cost savings in order to compensate for the softness of some of the revenue or expenditure offset assumptions contained in the budget, and the uncertainty as to the budget liability associated with in-year salary negotiations. Thus Council recommended to the Minister that the College be provided an extraordinary grant for 1991-92 of not greater than \$300,000, with the grant being set at a level matching budget savings effected by the College and approved by Council for this purpose.¹⁰ As a result, the College received \$103,000 in August, 1991 through effected budget savings.

The Funding Committee has subsequently monitored this balanced budget on a quarterly basis, in accordance with the Minister's request in June, 1991.¹¹ The Committee has reported to the Minister that the College has not identified further in-year base-budget saving to avail itself of additional matching extraordinary grant income¹², nor has it submitted status reports requested by the Committee relating to other outstanding issues which directly affect the budget. However, the Funding Committee has been encouraged by the fact that expenditures appeared to be in line with budget as of the end of both the first and the second quarters, that budget assumptions regarding salary increases for 1991-92 appeared to be reasonable, and that expenditures on Capital Furniture and Equipment were being held to one-half of the originally budgeted amount. The Funding Committee fully expects the College to balance its current year 1991-92 budget in accordance with the wishes of the Minister.

2.0 Assessment of the Current Situation

Council concurs with the Task Force to Review the Ontario College of Art's assessment of the circumstances at the College. OCA does have interrelated academic and programmatic problems with financial consequences. These problems are rooted in its curriculum, academic program structures, instructional and pedagogical practices, remuneration policies, management practices and conscious choices the College has made in the recent past. While the College is a vital educational institution, Council believes that it must directly address these problems before it can confidently meet the challenges all post-secondary institutions in the Province will face in the remainder of the decade.

Council was struck by the following observations of the Task Force.

Firstly, the College's programs of study are not unique in the province nor the country. Colleges and universities across the country now provide a wide range of Art and Design education. Nevertheless, the College can continue to play a vital role in providing Art and Design education.

Secondly, contrary to the College's over-reliance on a single pedagogical technique, quality programs in Art and Design education may be provided in a number of ways; there

10. Ontario Council on University Affairs, Advisory Memorandum 91-IV, Extra-ordinary Grant for the Ontario College of Art for 1991-92, June 21, 1991.

11. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H.V. Nelles, June 21, 1991.

12. In Advisory Memorandum 91-IV, Extra-ordinary Grant for the Ontario College of Art for 1991-92, Council recommended and the Minister accepted that the College be provided an extraordinary grant of not greater than \$300,000, with the grant being set at a level matching budget savings effected by the College and approved by Council.

is no one way to deliver instruction. The College's current academic programs and pedagogical approach can be improved to enhance both instructional effectiveness and cost efficiency. The current academic programs, their curricular content, the associated approach to instructional delivery, and their underlying structure and administration, are expensive and can be questioned with respect to their pedagogical effectiveness. In its Final Report, the Task Force indicated that the "central concern of the Task Force has been the programs and curriculum of the College. The financial difficulties turn on this and are symptoms of a much larger issue which impedes the achievement of excellence in art education at the College."¹³ The issue of pedagogical effectiveness was raised, in the first instance, by some of the external academic program reviewers retained by the Task Force to review the College's programs. For example:

The College as a whole lacks a credible academic overview as well as an academic body which can effectively and astutely deal with academic policy and process. This impacts significantly on the entire academic operation of OCA and most particularly on those areas where this type of credibility is being sought.¹⁴

The Task Force observed:

Elsewhere in the academic reviews there are repeated references to the absence of curricular planning, accountability, etc., all of which point to this as the central concern and everything else as a symptom. Several areas, however, have a more developed curriculum plan than others, notably design. The situation is exacerbated by the absence of leadership at senior levels. These observations demonstrate that while adequate financing is a requirement for quality education, funding alone cannot ensure excellence in education.¹⁵

The Task Force went further to say that curriculum changes are needed for pedagogical reasons and that changes are also possible in the area of course content and delivery modes which will improve service to students. Finally, the Task Force demonstrated that enhanced cost effectiveness can be addressed through alternative instructional paradigms involving variation in the ratio of studio to lecture/seminar courses, type of faculty member teaching courses, number of courses required per academic year and the hours of instruction per course offered.

Thirdly, the current level of funding provided OCA is not out of line with that provided other post-secondary institutions in Ontario for Art and Design education. With the enrolment discounts which are found in the current university operating grants formula, some universities are currently receiving less Government support per fine art student than OCA. This is the case, even though unlike these other institutions, OCA has a restricted research mandate reflected in its formula weight.

Fourthly, the College Council must take responsibility for its current financial circumstances which have resulted from conscious choices which could only result in a

13. Task Force to Review the Ontario College of Art, Final Report, February 12, 1992, p. 5.

14. Review Team #6, Report on Liberal Studies – Responses to Questions 1 to 9, January 1992, p. 6b.

15. Task Force, Final Report, p. 5.

deficit.¹⁶ There is no evidence that an ongoing annual subsidy, beyond current formula funding provisions, is warranted for OCA. Significant accommodations for OCA have already been undertaken over the last several years to enhance the College's funding situation: an institutional weight change in 1986-87, an increase in formula fee rates to the university arts and science fee level during the late 1980's, a temporary reduction in the College's funding corridor without income loss to cushion income loss from declining enrolment, and short-term supplementary funding to encourage cost savings and ensure a balanced current-year budget for 1991-92. As the governing body of the College, the College Council must remember it has fiduciary responsibility for its actions.

3.0 Direction for the Future

3.1 Mission and Role of OCA

Council concurs with the Task Force's views on the appropriate mission and role for OCA. The College must continue to play an important role in Ontario's system of post-secondary education as a provider of education and training in the Visual Arts and Design with a particular emphasis on the "exceptionally visually-oriented". This role should be developed in relation to and in cooperation with both sectors within the post-secondary system in Ontario -- the universities and the colleges of applied arts and technology.

Council believes that the College should continue to be called the Ontario College of Art, reflecting its long history and tradition as an educational institution in the province, and that the current objectives of the College, as set out in its Act of Incorporation, continue to be valid and appropriate:

... to provide the opportunity and environment for the education and training of students and teachers in the fine and applied arts.

Opening the Act to change the name does not seem necessary because no other aspect of the Act requires change. With these objectives, the College should continue to be a teaching institution whose focus is the student and his or her needs. As a teaching institution, it should not be a research organization nor an organization which sees its mission as providing financial support to artists. At the present time, the College should concentrate on improving its current instructional programs and not pursue the possibility of offering degree programs until it has consolidated its academic and financial situation.

As the Task Force points out, further elaboration is required to express adequately the vision of Visual Art and Design education and to translate this vision into operational goals and objectives. Particular emphasis needs to be placed on the important role the College must play in Design education. Council recommends that OCA prepare a broader mission statement which can be adopted by the College Council and reflected in its by-laws. In turn, the College Council should also prepare a new set of operational goals and objectives based on this mission statement. Council believes that, when developing and implementing the College mission and its associated goals and objectives, OCA should be guided by the Task Force's excellent discussion in its Final Report on the types of training required by professional artists and designers and on interinstitutional cooperation.

Naturally, one must view OCA's role in a spectrum ranging from the specific skills-training venues usually (but not exclusively) associated with some types

16. A.K. Adlington, Review of the Ontario College of Art -- The Governing Structure of the College, January 21, 1992, p. 8.

of community college training, to the studio/liberal arts version of some (but not all) university programs. The crucial issue here is that there is overlap, and some necessary duplication among program offerings in the Toronto area. However, identification of target student clienteles and their potential career goals will be useful in renegotiation of OCA's curricular foci, and possible partnerships with the university and college programs in the region.

When considering the education for a professional career, as an artist or designer, the following types of training need to be explored:

1. Conceptual training: The education of students, to enable them to effectively develop and use ideas, must include encounters with the histories and systems of knowledge that inform human values and cultures. These encounters, within the context of art training, should at least include an understanding of past and present art and design activities in economic, societal and cultural contexts. Problem-solving activities and critical theory can be delivered effectively in a number of formats, such as in lecture, seminar and a variety of studio orientations.
2. Material and Technical Skills Training: Although the degree of skill development need not be the central focus, students will require knowledge of, and experience with, materials and tools, including electronic image generation and refinement:
 - a) All Art and Design students require some skills in the uses of computer technologies in design, publication, video generation and editing applications. Instruction in and access to representative processes are essential.
 - b) Some breadth of choice in material practices is useful in the development of conceptual flexibility. The first and second years should introduce a 'representative', not exhaustive, choice of materials: paint, wood, paper, clay, etc., and methods: drawing, building, firing, etc., with an attempt to relate to contemporary art and design practices and issues. In the third and fourth year levels, students may choose to refine some of these skills in workshops designed to function as resources. In addition, they may be encouraged to take advantage of adjacent institutions which may offer other choices or more advanced resources such as glassblowing and computer animation.
 - c) The depth of understanding and experience must not be sacrificed for the sake of unlimited choice. Students need to view Art and Design as disciplines requiring a range of exploration, followed by in depth exploitation or extension of ideas, techniques, meanings, functions, etc.

Professional Education at OCA might include:

- a) Design education which takes 'advantage', as it does at present, of practising professionals, but also includes co-op projects requiring students to 'enter' the field, Post-Diploma and intensive short-term

programs, 'business' training for a potential variety of positions in the professions.

- b) Art education which utilizes practitioners (i.e., in classes with exhibiting artists, curators, critics) as at present but to a lesser degree, but increased use as "visiting artist" workshops, and includes co-op projects requiring students to 'enter' studios, galleries, etc., Post-Diploma and intensive summer programs (these are in high demand across the country), 'business' training for independent professional careers as well as for a variety of positions in institutions.
- c) Education in using strategies for a variety of effective class presentations tied to particular learning goals, art/design curriculum development and sequencing, introduction to formal and informal teaching opportunities and strategies. These activities may also be enhanced through a co-op placement program and Post-Diploma and summer intensives.¹⁷

Accordingly, Council *recommends to the Minister:*

OCUA 92-23

THE ROLE AND MISSION OF THE ONTARIO COLLEGE OF ART

THAT the role and mission of the Ontario College of Art be as outlined in this Memorandum as a provider of education and training in the Visual Arts and Design, and that the College Council develop an appropriate mission statement and set of operational goals and objectives to reflect this role.

3.2 Restructuring

OCA must restructure itself in order to cope with the future, and to provide quality Art and Design education in a rapidly changing society. The goals of the College for the next three years should be to achieve both quality improvements and greater efficiency in fulfilling its educational mission through a full restructuring of its programs and modes of delivery. Council recommends that the College restructure its curriculum and delivery modes, narrow and consolidate the range of program/course offerings, develop appropriate human resource policies and practices including extending Employment Equity initiatives, develop improved student services and extend enrolment equity initiatives, develop a plan for a refurbished physical plant to achieve these goals, and develop realistic enrolment policies and long-term strategic plans.

In making these recommendations Council wishes to make it clear that it does not want OCA to be a clone of existing university or CAAT programs. Nevertheless, Council does believe that significant restructuring is required in the College's curriculum, program offerings and instructional delivery methods. The College should try to incorporate modern pedagogical techniques in order to operate within its financial means and reinforce its mission.

The College, and more particularly the College Council, must take ownership of the changes required to revive the institution in the face of difficult fiscal pressures and the need

17. *Ibid.*, pp. 11-13.

for pedagogical development and innovation. Council recommends that the governing body of the College, the College's Council, take a more proactive role in the affairs of the College, particularly with respect to strategic planning. In the process of restructuring, the College Council must bring together the governors, the administration, the faculty association, the staff union, student organizations and alumni to work on streamlining the College's programs and operations.

Restructuring must be both visionary, on the one hand, and deliberate, systematic and planned on the other. The College Council must play a central role in integrating these aspects of restructuring. Consequently, it is recommended that the College Council develop a restructuring plan to renew the College's mission. This restructuring plan should integrate needed academic planning and changes with longer-term enrolment planning, financial planning, human resources planning, student support service planning, physical plant planning, administrative planning and academic support services planning. This restructuring plan should be based on a clear policy and framework for academic services and programs which are realistic in the context of available resources.

It is further recommended that the College Council develop a companion business plan to ensure that by the end of 1994-95 the College's cumulative deficit is eliminated. Council believes that, during this period of restructuring, the College must reduce and eliminate its current deficit so that the restructured institution will begin on a sound financial footing.

Accordingly, Council *recommends to the Minister:*

OCUA 92-24

RESTRUCTURING THE ONTARIO COLLEGE OF ART

THAT the Ontario College of Art undertake to achieve both quality improvements and greater efficiency in fulfilling its educational mission through a full restructuring of its programs, modes of delivery and operations.

4.0 Implementation

It is Council's view that leadership for change at OCA must ultimately come from the College Council. The College Council must seize the initiative to implement the restructuring required at OCA. The task involved is significant. Nevertheless, Council is convinced that the changes recommended must be carried out if the College is to survive and meet the challenges it faces. Failure to change could threaten the continued existence of the College. For the sake of students, current and future, alumni, faculty, staff and society, changes must take place.

In Council's view, the governing body and the College's administration would find it difficult to accomplish this task without assistance. Therefore, Council recommends that the College Council be supported with additional resources over the next three years to aid in ensuring that the necessary change is brought about. These additional resources should be both financial and human. The financial resources would facilitate the coverage of short-term extraordinary costs of restructuring. The human resources would provide expertise in implementing the needed changes and ensuring that the objectives outlined above by Council are met.

4.1 Implementation Team

Major academic restructuring that will bring about the streamlining of programs and operations needed at OCA, and at the same time enhance academic quality, requires scarce and highly specialized skills. It is Council's view, reinforced by the Task Force's findings, that the challenges faced will require the College to draw upon the experience of others in making these types of adjustments. Consequently, Council supports the Task Force's

recommendation that the Minister authorize Council, in cooperation with the College Council, to appoint an Implementation Team to aid in the restructuring process. OCUA would take the lead in identifying suitable individuals, consulting with the OCA faculty association, the student association, OPSEU, the alumni association, the administration and the College Council. After these consultations, OCUA will identify a short list of candidates for discussion with the Chair of the College Council, before determining the final composition of the Implementation Team.

The Implementation Team should be composed of three individuals, external to the College community, who provide the breadth of expertise required to address and integrate restructuring issues, plus the President of OCA as an *ex officio* member. The Implementation Team should be headed up by a Consulting Director, who is currently neither employed by nor enrolled in the College. The Implementation Team should be permitted to retain external assistance to ensure that there is expertise in academic administration, curriculum and program planning, financial administration and institutional planning.

The Implementation Team would be responsible, in the first instance, to develop a restructuring plan in close collaboration with the College community, including members of the College Council, the OCA Faculty Association, OPSEU, the Student Association and the administration for approval of the College Council. Once the plan has been approved by the College Council, the Implementation Team would aid the College in its implementation over a three year period.

4.2 Short-Term Financial Assistance

As noted above, Council recommends that the College's ongoing funding remain unchanged from current arrangements. There is no compelling case for additional ongoing operating funding beyond current formula provisions. Nevertheless, Council agrees with the Task Force's assessment that short-term extraordinary funding is required to facilitate institutional restructuring. Council recommends that \$800,000 be provided towards the transitional costs of restructuring the College, and to support the cost of the Implementation Team in 1992-93. Similar amounts should be made available in the subsequent two years. These latter amounts could be subject to change if the Consulting Director convinces Council and the Minister of the need.

Council believes that the funds provided for the College's restructuring transition should be supported by the Transition Assistance fund. Because Council's recommendation guarantees the College adjustment funding, the College should not be eligible to participate in the open competition allocation process for Transition Assistance this year. Council would see it as being highly appropriate to ensure that a portion of the Transition Assistance funding be reserved for funding the College's restructuring. If the entire \$800,000 cannot be funded from Transition Assistance funding, then the residual should be funded from the normal operating grants contingency fund, set aside by Council in Advisory Memorandum 91-XII.

Council also supports the Task Force's recommendation that the Consulting Director should be required to submit to Council a plan for spending these restructuring funds, upon which Council would give advice to the Minister. When and if this annual plan is approved by the Minister, the Consulting Director should then be responsible for approving expenditures from this fund.

After the shape of the College's restructuring becomes clear, Council believes that serious consideration should be given to providing capital funding to upgrade the physical plant of the College to better meet its mission. However, such funding should not be forthcoming until it is clear what type of space is required to deliver the new curriculum.

At the same time that extraordinary funding is being provided for College restructuring, it is imperative that the College reduce its cumulative operating deficit. Council recommends

that the College continue to have its annual budget approved and its revenues and expenditures monitored by Council.

4.3 Actions by the College

Council recommends that this extraordinary funding be made conditional upon the College Council formally agreeing to: commit itself to developing and implementing, in cooperation with the Implementation Team, a plan for restructuring the College and a companion business plan which would eliminate the accumulated deficit by 1994-95; commit itself to the restructuring exercise and the three-year time frame outlined; appoint the Implementation Team as outlined above; retain the Consulting Director of the Implementation Team; pass a by-law directing the President and senior management to cooperate fully with this Implementation Team; retain the other external expertise required by the Implementation Team, and report to OCUA, at the end of the three-year period of restructuring, outlining measures taken and the plan for the future regarding programs, enrolment, income and expenditures.

Accordingly, Council *recommends to the Minister:*

OCUA 92-25

IMPLEMENTATION OF THE RESTRUCTURING OF THE ONTARIO COLLEGE OF ART

THAT the recommended restructuring of the Ontario College of Art be implemented in the manner outlined in this Memorandum.

5.0 Conclusion

The Ontario College of Art has signalled it has a problem. Council and the Task Force that Council appointed to explore this issue found that the College did have problems which must be addressed. These problems cannot now be ignored or wished away; action needs to be taken. Council firmly believes that the course of action recommended in this Advisory Memorandum is the most appropriate way to ensure that the Ontario College of Art again becomes a vital and healthy institution, which can provide quality Art and Design education with the resources available to it, and also respect the integrity of the governance of the College. If the College and the College Council do not support and implement these initiatives, then Council would recommend that a more directive and interventionist approach be adopted to ensure that the necessary restructuring be undertaken to reestablish the College as a vibrant, healthy and exciting institution dedicated to achieving its educational mission.

Dr. H. V. Nelles,
Chairman

March 23, 1992

Appendix A

**FINAL REPORT OF THE TASK FORCE APPOINTED TO REVIEW
THE ONTARIO COLLEGE OF ART**

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The findings and recommendations made by the Task Force in its Final Report are as follows:

- For the time being, the Task Force recommends that the College can continue to play an important role in the system as a provider of education and training in the Visual Arts, with a particular emphasis on what the College's Alumni Association in its brief has called "exceptionally visually-oriented."¹ It will, however, be very important that the College's role within the system be developed in relation to both sectors within the post-secondary system in Ontario -- the universities sector and the colleges of applied arts and technology. The isolation should not continue.
- The Task Force recommends that the name of the institution and its objects should be changed to reflect the important role Design plays.
- The Task Force recommends that the current objects of the College, as set out in its Act of Incorporation, continue to be valid and appropriate. They are:

... to provide the opportunity and environment for the education and training of students and teachers in the Fine and Applied Arts.

These objects make it clear that the College is primarily a teaching institution, not a research organization nor an organization delivering subsidies to artists, but an institution whose focus is the student and his or her needs.

- The Task Force recommends that as the supreme governing body of the College, the Council must take a more proactive role in the affairs of the College, particularly long-range planning. It must:
 1. develop a restructuring plan to renew the College's mission;
 2. develop a companion business plan to ensure that the College's 1992-93 expenditures match its reasonable revenue expectations and to ensure that in the three-year period ending 1994-95, the College's deficit is eliminated; and
 3. establish a clear policy and framework for academic services and programs in the context of available resources.
- The Task Force recommends that the senior management team of the College should have external assistance with restructuring. Help will be necessary to enable the

1. Ontario College of Art Alumni Council, Response to the OCUA Task Force appointed to review the Ontario College of Art, January 8, 1992, p. 4.

College to prepare effective human resource policies, effect curriculum planning and link the various components of planning together in an effective program.

- The Task Force recommends that the goals of the College for the next three years (1992-93 through 1994-95) should be to achieve both quality improvements and greater efficiency in fulfilling its educational mission through a full restructuring of its programs and modes of delivery. We believe that improvements can be achieved within current funding levels, but that special assistance will be needed with transitional costs. Specifically, the College should:
 - restructure its curriculum and delivery modes;
 - narrow and consolidate the range of its program/course offerings;
 - develop appropriate human resource policies and practices;
 - develop improved student services;
 - develop a plan for a refurbished physical plant to achieve these goals;
 - develop realistic enrolment policies and short-term and long-term strategic plans;
 - reconsider the degree option; and
 - extend the initiatives made in Employment and Enrolment Equity.
- The Task Force recommends that as part of its restructuring, the College should further research the options presented in the report for corporate structures and include specific recommendations on these alternatives in the restructuring plan.
- The Task Force recommends that the College should continue to be funded under the operating grants formula for the university sector of Ontario. The College has not presented arguments for being funded under the College option or for ongoing line-budget review. The current weight (1.35) for programs at the College of Art is appropriate considering the fact that the College's programs are Diploma programs, the College's mission is limited to teaching, and the College's accountability requirements for faculty are more limited than Ontario institutions offering degree programs in Visual Arts.
- If, in the process of the restructuring exercise, the College presents a comprehensive plan to OCUA which clearly shows that (1) Ontario needs another degree program in Visual Arts and/or Design; (2) Students needs will be met by such programs; (3) The needs of the current non-degree track students will be met; (4) Changes will be made in the curriculum to make the programs into degree programs, for example with greater exposure to liberal arts and art history and more theoretical orientation; (5) Changes have been made in the obligations of the faculty which broaden the College's mission to more than teaching; (6) In the light of the changes, the revenues and the expenditures of the College will be in balance, (7) An affiliation agreement has been worked out with a degree-granting institution for the granting of its degrees to OCA students, then the Task Force would recommend that OCUA should re-examine the College's case for the university-level degree program weight of 1.5.
- The Task Force recommends that the College should begin a three-year period of restructuring, ending in 1994-95. Clearly, the College should join in that which most of the university sector has been undertaking for some time and what the Government has indicated to be a necessity. In the process of restructuring the College, the governors, administration, faculty association, staff union and student organizations

should be brought together to work on streamlining the College's programs and operations.

- The Task Force recommends that the College will require both financial assistance and expert academic assistance with the changes that need to be made. The Task Force recommends that the Minister of Colleges and Universities authorize the OCUA and the College Council to jointly appoint an Implementation Team. The Team is to develop the restructuring plan for the approval of the Council, in close collaboration with the College community including members of the Council, the OCAFA, OPSEU, the Student Association and the administration. The Implementation Team should be headed by an external Consulting Director who is currently neither employed by nor enrolled in the College. The Team should also include external assistance to ensure that between the Consulting Director and the other outside individuals involved, there was expertise in academic administration, curriculum and program planning, in financial administration and in institutional planning. The President of the College should be an ex officio member of the Implementation Team.
- The Task Force also recommends that during the restructuring period the Minister of Colleges and Universities continue to require OCUA to approve the College's annual budget monitor its revenues and expenditures.
- The Task Force also recommends that in each of the three years of this period of restructuring, up to \$800,000 be made available for the costs of restructuring, including the externally contracted expertise. Each year, the Consulting Director should be required to submit to OCUA a plan for the spending of these funds. When and if this plan is approved by the Minister, the Consulting Director will be able to approve expenditures from this fund. The Task Force also recommends to OCUA that the OCUA recommend to the Minister that the provision of this extra funding should be made conditional on OCUA entering into an agreement with the College's Governing Council whereby the Council would:
 - pass a by-law directing the President and senior management to cooperate fully with this implementation team;
 - retain the Consulting Director of the Implementation Team;
 - retain the other external expertise;
 - commit itself to the restructuring exercise and the three-year time frame;
 - appoint the Implementation Team as outlined above;
 - commit itself to developing and implementing, in cooperation with the Implementation Team, a plan for restructuring the College and a companion business plan which would balance in year revenues and expenditures in 1992-93, and eliminate the accumulated deficit by 1994-95; and
 - report to OCUA at the end of the three-year period of restructuring outlining measures taken and the plan for the future regarding programs, enrolment, income and expenditures.²

2. Task Force to Review the Ontario College of Art, Final Report, February 12, 1992, pp. 27-31.

92-III Pseudo-Campus Program Review For The Laurentian University Affiliate, Hearst College

1.0 Introduction

In this Memorandum, Council recommends on the direct funding eligibility of the partial Bachelor of Social Work (BSW) program (Years 1 and 2) that is currently offered at Laurentian University's affiliated college, Hearst College. This review is in accordance with Council's advice to Government that is contained in Advisory Memorandum 86-V, "Funding Arrangements for Programs at Algoma College, Le Collège de Hearst and Nipissing College". In that advice, Council recommended that its review of a request by Laurentian University to transfer these indirectly reported or pseudo-campus enrolments from the current status of indirect reporting and indirect funding to direct reporting and direct funding, would not be pro forma.

The process of Council's review of pseudo-campus program offerings was initiated in January, 1989. At that time the President of Laurentian University formally requested that Council recommend to the Minister that direct funding be provided for the pseudo-campus programs offered at the affiliated colleges of Laurentian University (Algoma College, Nipissing College and Hearst College) on behalf of Laurentian University.¹

Since no established procedures were in place to conduct such a review, the Program Committee, at Council's request, recommended a set of modified criteria under which the review would be conducted. In January, 1990, Laurentian University and its affiliated colleges, collectively submitted eleven complete and five partial programs under the criteria identified by the Program Committee. In the Fall of 1991, the Chairman of Council requested in letters to Laurentian University and its affiliated colleges², that additional material be provided in order for the Academic Advisory Committee (AAC) to proceed with its evaluation.

In response, the President of Algoma College formally withdrew Algoma's three complete and two partial pseudo-campus programs from the review process, stating that "At this time, I felt that it may be desirable to defer the process, since our enrolment levels are in considerable flux and some of the other circumstances of 1989 have changed substantially."³ The President of Nipissing College also withdrew Nipissing's seven complete and two partial programs from the pseudo-campus review process pending a decision on the Nipissing charter application. The President of Hearst College did provide the additional information requested and accordingly, the Academic Advisory Committee proceeded with the pseudo-campus program review for Hearst College alone.

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1. Letter from Dr. J.S. Daniel, President, Laurentian University to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, January 19, 1989.
 2. Letter from Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs to Dr. D. Lawson, President, Algoma College, October 2, 1991.
Letter from Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs to Dr. D. Marshall, President, Nipissing College, October 2, 1991.
Letter from Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs to Mr. R. Tremblay, President, Hearst College, October 2, 1991.
 3. Letter from Dr. J.D. Lawson, President, Algoma College to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, November 5, 1991.

The Council has considered the advice of its Academic Advisory Committee, which is responsible for recommending to Council on the funding eligibility of specific undergraduate programs. Council accepts AAC's advice and is convinced that the following partial program should be recommended by the Minister for direct funding eligibility.

Hearst College, Laurentian University:

Partial Bachelor of Social Work (BSW), Years 1 and 2 - See Appendix A

2.0 Recommendations

Accordingly, Council *recommends to the Minister:*

OCUA 92-26

ELIGIBILITY OF ENROLMENT IN YEARS 1 AND 2 OF THE PARTIAL BACHELOR OF SOCIAL WORK AT HEARST COLLEGE FOR DIRECT FUNDING PURPOSES IN 1992-93

THAT enrolment in the Partial BSW program at Hearst College be counted as eligible BIUs for direct funding purposes beginning in 1992-93.

Council notes that Hearst College also reports, and is currently funded indirectly, for enrolments in individual courses offered at the College on behalf of Laurentian University. Council recommends that enrolments in individual courses offered on behalf of Laurentian University be transferred to direct reporting and direct funding; with such a change there should not, however, be any change in academic decision-making and approval at Laurentian University and Hearst College.

In recent years the process of pseudo-campus reporting for Hearst College has led to unintended consequences in the transition envelope funding of these enrolments. In the 1989-90 Corridor Negotiations process, Hearst College requested that its pseudo-campus corridor mid-point be reduced and its direct funding corridor be increased, the technical implementation of which has resulted in a loss of operating grants.

Alternative approaches to dealing with the unique situation at Hearst College, of internally separate corridors shifting in opposite directions, have complicated the implementation of transition funding and have caused anomalous funding results that would have been avoided had Hearst College been funded as a single campus. These unique circumstances have prompted Council to recommend that the College receive a one-time only adjustment grant to smooth these funding anomalies.

Accordingly, Council *recommends to the Minister:*

OCUA 92-27

1992-93 HEARST COLLEGE EXTRAORDINARY FUNDING

THAT a special one-time only extraordinary grant of \$88,000 be provided to Hearst College in 1992-93.

Dr. H. V. Nelles,
Chairman

March 20, 1992

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Years 1 & 2 of the Bachelor of Social Work, (BSW)
Hearst College,
Laurentian University**

**Existing Partial Undergraduate Quasi-Professional Program
Considered for Transfer to Direct Reporting and Direct Funding
from the Current Status of
Indirect Reporting and Indirect Funding**

On January 19, 1989, Laurentian University formally requested, pursuant to Advisory Memorandum 86-V, that Council:

recommend to the Minister that all enrolment currently reported as Laurentian (Algoma), Laurentian (Hearst) and Laurentian (Nipissing) be included as enrolment of the applicable affiliated college and that funding applicable to this enrolment be provided directly to the colleges.¹

In Advisory Memorandum 86-V, Council recommended that its review of a request by Laurentian University, to transfer these pseudo-campus enrolments from the current status of indirect reporting and indirect funding to direct reporting and direct funding, would not be *pro forma*. Council also indicated that additional information may be required before it would make a funding recommendation to the Minister.

No established procedures were in place under which to conduct such a review. Therefore, the Program Committee, at Council's request, recommended that a set of modified criteria, modelled after the existing criteria used for reviewing new undergraduate programs for funding eligibility, be the basis upon which information would be submitted by the Laurentian University affiliates and that the reviews would be conducted. The Program Committee recommended the following criteria for the pseudo-campus review:

1. Program approval by Laurentian University Senate and a calendar copy of the curriculum.
2. Attestation from the Laurentian University Registrar regarding transferability of credits for students enrolled in the pseudo-campus programs of the affiliated colleges to Laurentian University.
3. Financial viability.
4. Enrolment projections.

1. Ontario Council on University Affairs, "Advisory Memorandum 86-V, Funding Arrangements For Programs at Algoma College, Le Collège de Hearst and Nipissing College." Thirteenth Annual Report, pp. 139-144.

5. Student demand and societal need.
6. Institutional appropriateness.

Once the Program Committee had established the above criteria, the program was referred to the Academic Advisory Committee for review and comments. The Committee's findings with respect to the partial BSW program (Years 1 and 2) at Hearst College are summarized below.

1. Program Approval by the Laurentian University Senate and a Calendar Copy of the Curriculum

The Senate of Laurentian University approved this partial program offering at Hearst College on May 19, 1983. The partial program leads to the completion of the first two years of the BSW degree, and is consistent with the curriculum for the first two years of the complete BSW program, as offered by Laurentian University.

2. Transferability of Credits to Laurentian University

In a letter dated January 31, 1990, the Registrar of Laurentian University attested that the partial BSW program offered at Hearst College is offered at the affiliate on behalf of Laurentian University. The Registrar also attested that:

all qualified students at an affiliated college who successfully complete the program or partial program at the affiliate, and who apply for transfer to Laurentian, will have all the credits which were completed at the affiliate, and which are applicable to the transfer program, fully accepted by Laurentian University.²

Additional information provided by the College in a letter to the Chairman of Council on January 14, 1992, indicated that of a total of 26 students who had entered the partial program between 1987-88 and 1990-91, that 6 students are currently enrolled in Years 1 and 2 of the program, 11 students are pursuing studies in other disciplines, 3 students have gone on to complete the full BSW program and 2 students have completed a BA.

3. Financial Viability

Council indicated that for the financial viability criterion the affiliate should submit a letter from the Financial Officer with the College, attesting that the College will continue to fund the partial program upon transfer to direct funding. In a letter dated November 8, 1991, the President of Hearst College, stated that "après le transfert au financement direct, le Collège universitaire de Hearst maintiendra ce programme et continuera de le financer."³

Based on the fact that this partial program has been offered at Hearst College for nearly a decade and the assurances provided by the President of Hearst College, the Academic Advisory Committee is satisfied that evidence exists of the affiliate's commitment to the long-term financial viability of the program.

2. Letter from Mr. J. Porter, Registrar and Secretary of Senate, Laurentian University to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, January 31, 1990, p.2.

3. Letter to Dr. H.V. Nelles from Mr. R. Tremblay, President, Hearst College, November 8, 1991.

4. Projected Enrolment

The College projects annual enrolments of 6 full-time and 6 part-time students for the period from 1991-92 to 1995-96.

5. Need

In the remote Northeastern region of Ontario that Hearst College serves there is a chronic shortage of qualified social workers. Other evidence provided by the College under this criteria:

- the post-secondary participation rate of the local population is clearly low in comparison to the provincial average; and,
- there is evidence that individuals who begin their first post-secondary experience in the North have a general tendency to return to the North once their studies are completed.

The Committee notes that the proposed program was strongly supported by the local and regional community. As evidence of this support, the following excerpts are drawn from the letters provided to the Committee by the College.

Le Directeur Général, Services Familiaux du District de Cochrane-Nord and Mr. R. Landry of La Maison Arc-en-Ciel, Centre de réhabilitation du nord de l'Ontario Inc. cited recruitment difficulties:

Sur le plan professionnel, le recrutement de personnel qualifié au niveau universitaire est quasi impossible. La majorité du personnel embauché dans notre agence détient un diplôme collégial en service social ou un diplôme universitaire en sciences humaines (psychologie, sociologie).⁴

Les personnes qualifiées venant de l'extérieur de la région ont beaucoup de difficulté à s'adapter au mode de vie et quittent après de courts séjours. Ceci occasionne des problèmes additionnels pour l'agence qui doit continuellement renouveler son personnel et investir considérablement de temps, d'énergie et d'argent pour la formation.⁵

Depuis quelques années déjà, plusieurs agences de la région ont connu des difficultés de recrutement et de stabilisation au niveau des employé(e)s, et ce, à cause des niveaux d'éducation insuffisants, ainsi que du fait que ces gens provenaient de régions éloignées.⁶

The Academic Advisory Committee is satisfied that the majority of the evidence indicated local and regional support for the existing partial program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of societal need and student demand for the existing partial program.

4. Letter from Diane Boucher, Directrice des Services, Services Familiaux du District de Cochrane-Nord to M. R. Tremblay, Directeur, Collège de Hearst.

5. Ibid.

6. Letter from Mr. R.M. Landry, La Maison Arc-en-Ciel, Centre de réhabilitation du nord de l'Ontario Inc. to Madame D. Coulombe, Directrice des études, Collège de Hearst.

6. Institutional Appropriateness

The mandate of Hearst College is to serve the Northeastern Ontario population, in particular the francophones of the region. The College indicates that to provide post-secondary education is particularly important in this region, given the low post-secondary participation rate of the local population. The College enables local people to pursue post-secondary education in their own community.

The Academic Advisory Committee notes that Hearst College is the only post-secondary institution offering bilingual university-level programs in the most remote and isolated regions of Northeastern Ontario.

The Academic Advisory Committee is satisfied that this partial program is appropriate for the Laurentian University system.

7. Funding Recommendation

The Academic Advisory Committee considers the partial BSW program that is currently offered at Hearst College and funded indirectly through the pseudo-campus mechanism to be an appropriate offering at Hearst College, within the Laurentian University system, on the basis of societal need. However, the Committee notes with concern that the College has allocated only one full-time instructor to the partial program. The Committee has reviewed the partial program based on the criteria as outlined above and not based on the quality of the program. The Committee notes that the quality of the partial program is acceptable to the Laurentian University Senate, and that Laurentian University requested direct funding approval. The Committee, however, feels strongly that, should a full four-year BSW program be contemplated for Hearst College, the Senate of Laurentian University carefully review the issue of program quality.

Further, the Academic Advisory Committee observed that some evidence provided by Hearst College under the criteria of need, demonstrated a perception within the community that the College is fostering support for a full four-year BSW program to be offered at Hearst College. The Committee reiterates that this is a review of the **partial BSW program** and is not to be construed as a review for the purpose of extending this partial program to a full program. Notwithstanding the above concerns, the Academic Advisory Committee recommends to the Ontario Council on University Affairs that:

enrolments in Years 1 and 2 of the Bachelor of Social Work at Hearst College, the affiliated college of Laurentian University, be transferred from indirect reporting and funding to direct reporting and funding.

Academic Advisory Committee
January 24, 1992

92-IV Government Support of the University System in 1993-94

Summary

The Government announced in January of this year that operating grants to Ontario universities will increase by 2% for 1993-94 as part of a multi-year operating grant commitment of "1% - 2% - 2%". That announcement was made in the Minister's letter to Council which requested Council's advice on the 1992-93 allocation of operating grants. In that letter the Minister stated:

The allocation of operating support for universities and related institutions in 1992-93 will total \$1,972,250,000, representing a 1% increase over the 1991-92 level prior to the adjustment announced in October 1991. Funding in 1993-94 and in 1994-95 will increase by 2% annually.¹

In itself, a multi-year commitment on the part of Government is unusual, but not unprecedented, and in this case provides a basis of planning for long-term adjustment.

Normally, Council provides annual advice to Government on the funding needs of the university system to meet basic funding objectives for the upcoming fiscal year. The multi-year commitment by Government has made such an exercise academic. Furthermore, Council is well aware of the Government's initiative to develop long-term options for the restructuring of the postsecondary sector in Ontario.² Council, nevertheless, has an obligation to remind Government of the basic ongoing and emerging funding needs of the system. Secondly, as Council's calculation of the increase in basic operating support required for 1993-94, at 3.7%³ (which excludes the additional operating grants required to support enrolment growth above the new corridor level), exceeds the 2% operating grant that Government has already committed to, Council hopes to reinforce the argument that an operating grant increase of at least 2%, if not greater, is required in 1993-94 to meet basic operating needs, and that any additional targeted initiatives by Government must be funded out of operating support that is provided over and above the operating grant increase that has been announced already.

While Council does not specifically recommend on a basic grant and formula fee increase for 1993-94 in this advice, it does provide for Government's consideration alternative scenarios for formula fee increases, and the consequent shortfall from the overall increase required to meet basic funding needs in 1993-94 based on an operating grant increase of 2%. Council notes that the cost to students of any formula fee increase would need to be fully reflected in reform of the Ontario Student Awards Program (OSAP).

Council also has an obligation to draw to the attention of both the university system and Government the additional needs of the system as they appear on the horizon. Therefore

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1. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H.V. Nelles, January 22, 1992.
 2. Memoranda from the Honourable Richard Allen, Minister of Colleges and Universities to Executive Heads, January 21, 1992 and June 17, 1992.
 3. In Appendix A, Calculation of the Basic Funding Requirements for 1993-94, details of how the 3.7% is calculated are provided.

this advice points out some of the rising pressures on the system, which are of an immediate, near-term and longer-term nature. These pressures include the rising demand for access to university and the diminishing financial health of the university system.

In this advice, Council distinguishes current and future requirements. Council identifies the need:

- (a) to fund the immediate teaching infrastructure changes required to serve the rising population of university students -- \$69.1 million,⁴ which represents an operating grant increase of 3.9% beyond the basic 3.7%, and an important first step, to support the teaching infrastructure costs for the unfunded 15,500 BIUs (approximately 9,100 FTEs)⁵ that are currently in the system;
- (b) to provide ongoing Transition Assistance, beyond the announced operating grant increase of 2%, to effect greater flexibility and restructuring within the system;
- (c) for an additional \$182.7 million⁶ in operating support for near-term accessibility demand (to the mid-1990's) based on an estimated additional 41,000 BIUs (approximately 24,000 FTEs) beyond that identified in (a); and,
- (d) for capital funding to provide for the cyclical renewal and deferred maintenance of physical plant, as well as to initiate a new capital program to fund the classroom, academic and staff office and library space to service the enrolments identified in (a).

The needs identified overwhelm the capacity, on the part of Government, to meet them in the short-term on its own. If the population of Ontario is to be adequately served by its universities in the 1990's and if graduates with quality university-level training are to be available in accordance with labour force needs, a joint effort would be required to meet that demand and share the costs of doing so.

It is Council's belief that the demand for access beyond new corridor levels should be met without further compromise to the quality of service levels provided and that the costs should be shared through some combination of the following:

- additional Government funding;
- higher student and other user fees (with appropriate enhancements to student aid);
- greater productivity at the system-level; and,
- technological and structural adjustment at the system-level.

4. This estimate is based on the system average Formula Grant per Base BIU in 1992-93 of \$4,455.

5. System-level enrolments are funded to 3% above the new corridor mid-point of 423,530 BIUs or 436,236 BIUs. In 1991-92 system-level BIUs at 451,700 exceed the upper ceiling of corridor funding by approximately 15,500 BIUs.

6. This estimate is based on the system average Formula Grant per Base BIU in 1992-93 of \$4,455.

Failure to identify a plan that is both strategic and financial in nature, to address the issue of unfunded enrolments and future demand for accessibility, could only result in some combination of unmet demand, further erosion in the quality of the educational experience and increased financial deficits.

1.0 Introduction

In Council's funding advice to Government for 1992-93, it recommended a 6.2% increase in basic operating grants⁷ and a seven-year phase-in of funds to support the restoration of quality in university education through three quality initiatives. For the first year in that multi-stage program, Council recommended an additional 2.5% increase in funding to address quality. Council also identified for Government the need to provide incremental funding to support enrolment growth above the new corridor.

For 1992-93, Government announced an increase in total university operating support to Ontario universities of 1.0% over the total allocation for 1991-92 and a formula fee increase of 7.0%.⁸ This includes an increase in Formula and Extra-Formula operating grants of approximately 0.9% over the previous year -- an increase which falls substantially short of Council's recommendations, even when combined with the 7% formula fee increase to produce a 1.9% increase in system Basic Operating Income. The remaining increase represents supplementary funding for 1992-93 provided through targeted funds, the phase-out of the Accessibility Envelope and the incremental transition funding to new corridor mid-points. Council notes that the Minister also announced \$22.0 million for Transition Assistance Funding, which represents an additional 1.1% increase in total operating support for 1992-93.⁹

Council regrets that Government was unable to address any of the initiatives that were identified by Council in its advice to Government for 1992-93. Council is also convinced that, as Government revenues improve with the economic cycle, Government must make every effort to begin to reverse the setbacks that the university sector has undergone in terms of real funding per client compared to other Government-supported sectors. While Council continues to emphasize the need for adequate base funding, there remains a backlog of outstanding issues pertaining to unfunded enrolment levels, deteriorated quality in the levels of service provided, the financial health of the university system, and inter-institutional funding equity -- "equal pay for work of equal value"¹⁰ -- that if unaddressed could

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7. Ontario Council on University Affairs, Advisory Memorandum 91-II, Government Support of the University System in 1992-93. In that advice, Council recommended a 6.2% increase to cover the costs of the basic funding objectives excluding funding to cover Ministry Special Purpose grants, Accessibility Phase-out and Corridor Shift Funding.
 8. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H. V. Nelles, January 22, 1992.
 9. Memorandum from the Honourable Richard Allen, Minister of Colleges and Universities to Executive Heads, January 22, 1992 and letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H. V. Nelles, April 13, 1992.
 10. Letter to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs signed by Dr. H.W. Arthurs, President, York University, Dr. J.O. Stubbs, Trent University, Dr. R. Paul, Laurentian University, Dr. T. White, Brock University, Dr. R.G. Rosehart, Lakehead University and Dr. R. Farquhar, Carleton University, May 11, 1992.

ultimately compromise both Government's objectives of accessibility to university-level education and the financial soundness of the system.

In January, the Minister announced a multi-year funding commitment of 2.0% in a letter to Council that stated "Funding in 1993-94 and 1994-95 will increase by 2%."¹¹ On the basis of Government's 2% commitment, Council modified its approach to funding advice for 1993-94 by identifying, for Government, the implications of the announced 2% operating grant increase against the backdrop of inflation pressures on base expenditures, by flagging the demand and related teaching pressure-points facing the system, on a short, near and long-term basis, and by outlining both the normal and supplementary capital needs. Consequently, the components to Council's 1993-94 funding advice identify:

- the shortfall from maintenance of basic levels of service that the announced 2% grant increase implies, and the formula fee increase that would be required to offset this shortfall on the basic funding objective;
- the teaching infrastructure required for the unfunded enrolments (see footnote 5) that are already in the system above the new corridor ceiling;
- the future demand for accessibility;
- the capital needs required for cyclical renewal and deferred maintenance of physical plant; and,
- the need to bring on stream the additional space or renovations required to service the demand for accessibility to university.

In Section 2.0, Council summarizes, for Government, the costs involved in simply maintaining existing levels of service and the alternative scenarios of shortfall and/or formula fee increases, requiring appropriate adjustments to OSAP to supplement the announced 2.0% operating grant increase. In Section 3.0, Council recommends, on the first step in increased operating requirements, to fund unfunded enrolments currently in the system and enrolment growth to 1995-96. In this section, Council also identifies the need for Transition Assistance Funding in 1993-94. In Section 4.0, Council outlines issues that are of a longer-term nature, demand for accessibility and the financial health of the system. In Section 5.0, Council recommends on the capital requirements for cyclical renewal, deferred maintenance of plant and the additional capital costs required to support increased demand in the system. Council's conclusions are provided in Section 6.0. Appendix A provides the Calculation of the Basic Funding Requirements for 1993-94. In Appendix B, the Revised Calculation of the 1992-93 Funding Shortfall is detailed, and in Appendix C there is an explanation of how the 1992-93 Base is derived.

2.0 Basic Funding Requirements for 1993-94

Council has calculated the appropriate level of basic operating support to the university system on the basis of established objectives to offset salary and non-salary inflation trends and to maintain levels of service. The increase in Government grants required to meet the basic objectives associated with inflation trends and to maintain basic levels of service is \$65.5 million for 1993-94, representing a 3.7% increase from the 1992-93 base. This increase in support is based on Government and students' costs rising at the same rate of increase. The major factors underlying additional operating needs of 3.7% are:

11. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H.V. Nelles, January 22, 1992.

- inflation of 2.3% on the total salary and non-salary base with a salary inflation factor of 2.5% and a non-salary inflation factor of 1.5%; and,
- a service-level cost increase of 1.6% which is based on a 1.15% net salary cost of progress-through-the-ranks for faculty, and a gap of \$14.8 million between furniture and equipment replacement needs based on a 12-year cycle and average system-level furniture and equipment expenditures reported during the three year period ending in 1990-91.¹²

For the 1992-93 funding year, Government decoupled the formula fee from the operating grant increase with the announcement of a 1.0% operating grant increase and a 7.0% formula fee increase. As a result, tuition fees are expected to represent 20.7% of total operating revenues in 1992-93 compared to an estimated 19.8% in 1991-92.¹³ As noted above, Government committed to an operating grant increase of 2.0% for 1993-94 in January, 1992, a commitment unaccompanied by a formula fee announcement.

If, in 1993-94, Government were to continue to decouple the formula fee increase from the operating grant increase then the shortfall from basic need would be reduced. To evaluate the extent to which different formula fee increases would affect the shortfall from the basic operating needs that a 2% operating grant increase generates, Council identifies below alternative shortfall estimates based on alternative formula fee increases:

- if formula fees were to increase by 2.0% (the same rate of increase that Government has committed to for operating grants), then it is estimated that there would be a shortfall on the basic funding requirement amounting to approximately \$38.9 million;
- if formula fees were to increase by 3.7% (the minimum rate of increase to maintain basic funding levels) and operating grants increase by only 2.0%, then it is estimated that the shortfall on the basic funding requirement would be \$30.0 million;
- if formula fees were to be increased again by 7.0% (at the same rate as in 1992-93) and operating grants increase by 2.0%, then it is estimated that the shortfall on the basic funding requirement would be \$12.7 million; or,
- if the entire shortfall in operating funding between the announced 2.0% and the estimated basic operating requirement of 3.7% were to be funded through formula fees, then formula fees would have to increase by 9.4% to generate the additional \$49.4 million in operating funds required.

Council must emphasize that in each of the alternative formula fee increase scenarios there is need for changes to OSAP that reflect these increased formula fee costs to students, particularly in light of the 7% formula fee increase in 1991-92 and the recently announced \$10 million cut to OSAP.¹⁴

12. Council of Finance Officers, Universities of Ontario, Financial Report of Ontario Universities, 1988-89, 1989-90 and 1990-91, Council of Ontario Universities.

13. 1991-92 Anticipated Actual and 1992-93 Budget Information submitted to Council by the institutions.

14. Ministry of Colleges and Universities, News Release, May 1, 1992. In that release the Minister announced OSAP reductions to university and college students of approximately \$10 million. Increased contributions from summer employment earnings are expected to reduce OSAP to students by \$8 million in 1992-93, and increased parental contributions are expected to reduce OSAP to students by \$1.8 million.

In conclusion, Council maintains, on the basis of the shortfall on the basic funding requirement that occurs as a result of an operating increase as low as 2.0%, that, at a minimum, the full amount of the announced 2.0% grant increase must be used to address the basic funding requirements of the system in 1993-94. Any special initiatives that are identified by Government for 1993-94 or extension of Transition Assistance must be funded out of grants provided over and above the announced 2.0%.

3.0 Funding Requirements Beyond Basic Needs

In this section, Council identifies, for Government, operating needs of the university system beyond the basic needs to offset inflation trends and to maintain levels of service. Council signals the urgent need to address the issue of demand for accessibility beyond funded enrolment levels. In this section, Council maintains that, should Government deem a Transition Assistance Fund to be a priority for the 1993-94 funding year, there is a need to fund this out of support provided above the committed 2% increase.

3.1 Funding Requirements to Manage Demand Pressures

3.1.1 Background

The Government committed to phase-in an addition of 45,600 BIUs by 1995-96, with full funding for these incremental BIUs to be achieved in 1996-97 subsequent to the 1989-90 Corridor Negotiations exercise. Currently, system-level enrolments on both a slip-year and moving-average basis exceed the new corridor level, and indicators of demand imply a widening gap between funded and unfunded enrolments over the next several years unless additional support is provided.

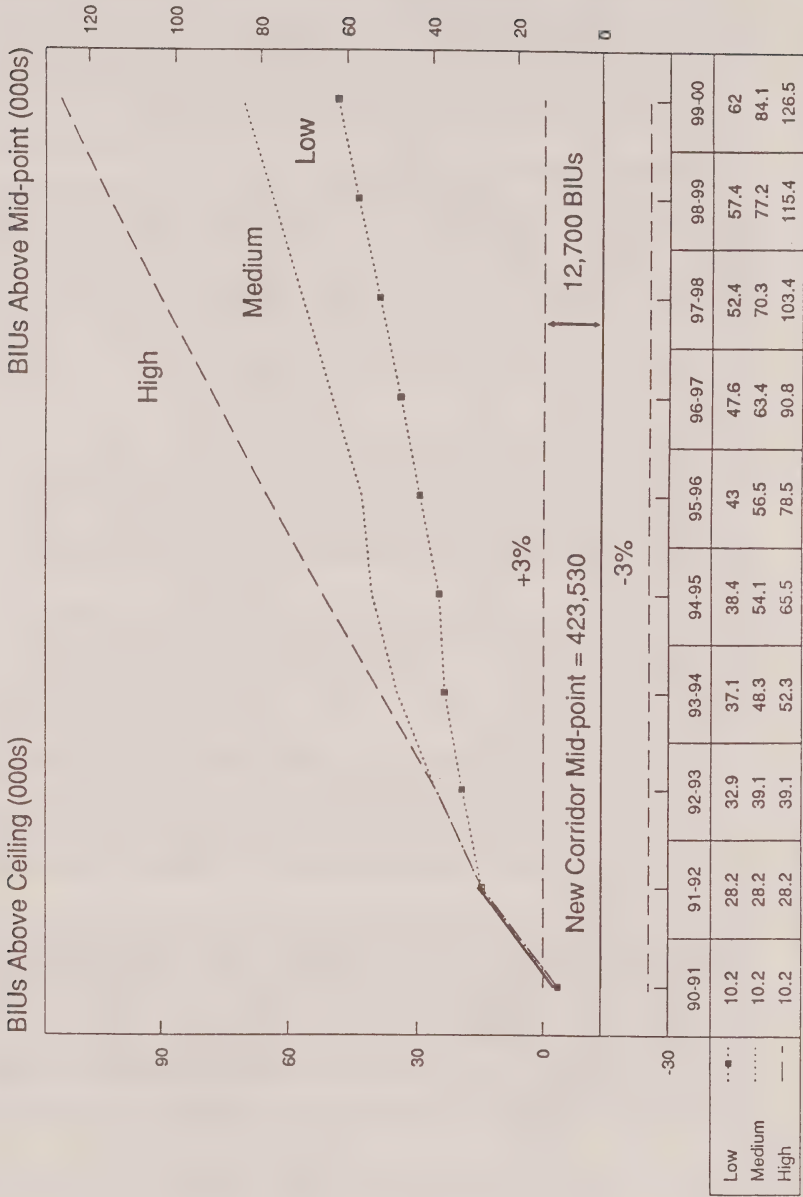
In 1988, the Ministry of Colleges and Universities contracted for a study of postsecondary demand. Interim reports on that study have been made available.¹⁵ However, the final results of that study are not expected to be available until later this month. While the demand study is still expected to provide a more formal basis for enrolment projections, Council outlines, in Figure 1, three alternative demand scenarios. The scenarios depicted are:

- high enrolment demand -- the addition of 126,500 BIUs above the new corridor mid-point by the end of the decade;
- medium enrolment demand -- the addition of 56,500 BIUs by mid-decade and 84,100 BIUs by the end of the decade; and,
- low enrolment demand -- the addition of 62,000 BIUs by the end of the decade.

At this point, Council considers the medium demand scenario to be a more plausible projection and the basis for Council's discussion of demand in the following sections. The low growth model, which projects enrolments based on flow-through of existing cohorts at zero rates of intake, is not used since it has been used in the past and has been found to consistently underestimate recent demand. The high growth scenario is more analogous to the recent past. However, in the absence of the demand study forecasts, Council adopts the more cautious medium outlook.

15. Frank T. Denton and Byron G. Spencer, McMaster University, Modelling and Analysis of Postsecondary Institutional Enrolment Patterns in Ontario, January, 1992.

Figure 1
Actual and Projected Incremental BIUs
Above New Corridor



3.1.2 Funding Requirements Related to Unfunded Enrolments

Using input measures, the Ontario university system has become more efficient over the past 15 years. Productivity gains, which are reflected in declining real per unit costs of educating an FTE over this period and the simultaneous expansion of the academic research enterprise, support this statement. However, the erosion in real operating support during the past decade and a half has resulted in reduced levels of the quality of service to growing numbers of students. The evidence suggests that productivity gains, while not evenly spread across the system, have been made at the expense of the quality of service levels.

Council has documented the serious erosion of service levels to students in its 1990 discussion paper¹⁶ on these matters. To reverse this erosion would require a substantial injection of new operating support. Council has documented, in its funding advice to Government for the 1991-92 and 1992-93 fiscal years, the funding required to do this and detailed initiatives, under an Educational Renewal Fund, that would restore quality service levels. The Minister has acknowledged the need to address this issue. Regrettably, fiscal constraints and other factors postpone a resolution and the situation worsens as enrolments expand beyond funded levels. To provide an adequate teaching base for accessibility demand beyond funded enrolment levels and to avoid further erosion of already seriously deteriorated levels of service, the university system needs additional operating funding to supply the added teaching infrastructure and to obtain the enhanced productivity to support these enrolments.

In 1992-93, the Government continued to honour the outstanding accessibility commitments of the Corridor Negotiations undertaken in 1989-90. These commitments relate to a six-year phase-in of incremental funding for accessibility demand beyond funding levels associated with base enrolments. In 1992-93, the third year of this six-year phase-in of incremental new corridor funding, 45,506 BIUs have been funded. However, most of these additional 45,600 BIUs eligible for funding, an estimated 26,500 FTEs, were already largely in place in 1989-90.

Demand for accessibility in 1990-91 and 1991-92 continued to grow to create a widening gap between actual enrolments and those enrolments that the Government had already committed to fully fund by 1996-97. As a result, the demand for accessibility to university at 1991-92 levels is 6.7% beyond levels of enrolment that the Government has agreed to fully fund. These unfunded enrolments are comprised of those 12,700 BIUs that lie within the upper band of institution's corridors, (i.e., within the 3% above the mid-point) and the additional 3.7% or 15,500 BIUs above the 3% corridor ceiling. In total, system enrolments are 28,200 BIUs or 6.7% above the new corridor mid-point. Ultimately, a permanent corridor funding shift requires that all of these currently unfunded enrolments be funded to provide for continuity in funding for all enrolment growth above the new mid-point. The subject of Council's focus for immediate funding are those unfunded enrolments that lie beyond the new corridor ceiling -- the 15,500 BIUs noted above. These unfunded BIUs represent approximately 9,100 FTEs and require an operating fund commitment from the Government of \$69.1 million, based on average Formula Grants in 1992-93.¹⁷ (See Table 1, which details projections of BIUs and the concomitant operating grant requirements to 1995-96.)

16. Ontario Council on University Affairs, *If the Future Were the Past - The Likely Consequences of Maintaining Current Policies of Base Funding for Ontario Universities*, a Discussion Paper Based Upon Questions asked and Evidence Presented During the 1990 Spring Hearings, December 1990.

17. This estimate is based on the system average Formula Grant per Base BIU in 1992-93 of \$4.455.

An expanded teaching infrastructure is required to adequately support these enrolments. A combination of increased faculty, staff and productivity enhancements are required. Council therefore recommends that, as a minimum first step, \$69.1 million in incremental funds be provided in 1993-94, to initiate corridor shift funding for those enrolments beyond the new corridor ceiling in order to support the teaching infrastructure costs generated by these enrolments.

In this era of restraint, with institutions struggling to maintain adequate levels of service for their students, some universities have indicated that they might reduce intake, in future years, to bring their total enrolment in line with their new corridor levels. Consequently, a choice must be made by Government. If Government wishes that additional growth be accommodated in order to maintain current intake levels, then it must provide incremental base funding to finance this growth, in order that the university system can expand teaching infrastructure and support incentives to provide alternative modes of instruction delivery, or face possible reductions in accessibility to university-level education.

The corridor funding system has been designed as a dynamic system to allow for changes in corridor levels as circumstances change and to accommodate changing Government priorities. It allows Government to set priorities of enrolment growth and to be forward looking in its enrolment policies. Government is also assured by the process of competitive Corridor Negotiation between Council and the universities, that marginal funding is allocated in the most effective manner towards Government priorities.

Accordingly, Council *recommends to the Minister and the Lieutenant Governor in Council:*

OCUA 92-28

***INCREMENTAL FUNDING FOR THE ENROLMENTS ABOVE THE NEW
CORRIDOR CEILING FOR ONTARIO UNIVERSITIES***

THAT at a minimum for 1993-94, an additional \$69.1 million be provided for institutional corridor increases associated with enrolments above the new corridor ceiling that have been identified in this section, and that Government commit to the funding of subsequent increases in enrolment, according to the schedule outlined in Table 1, to support institutional corridor increases of the magnitude indicated.

In the following section, Council identifies the extent to which demand is expected to increase to in 1995-96.

3.1.3 Near-Term Accessibility Pressures

As detailed in the preceding section, system-level enrolments in 1991-92 already included a large number of unfunded students. Participation, intake and retention rates indicate that the existing gap, between funded enrolments, could double by 1995-96. In addition to the unfunded enrolments identified above, and the flow-through associated with current enrolment levels into upper years, application statistics for 1992-93 indicate a 4.2%¹⁸ increase in the demand for admission to year one of undergraduate education in 1992-93. Unfunded demand, as measured by the slip-year enrolments that exceed the new corridor mid-points by a total of 28,200 BIUs, the flow through of these enrolments and the estimated

18. Memorandum from Mr. G. J. Marcotte, Director, Ontario Universities' Application Centre to University Liaison Representatives to the Application Centre, June 11, 1992.

Table 1

**Projected Operating Grants Required to Meet Demand Based on the Medium Growth Scenario
Above the 1989-90 Negotiated New Corridor to 1995-96 (1)**

<u>Enrolment Growth Within the Upper Band of the New Corridor and Grants Required (2)</u>		<u>Enrolment Growth Above the Corridor Ceiling and Grants Required (3)</u>			
Incremental BIUs	Incremental Operating Grants Required (4) (\$millions)	Actual Incremental BIUs	Projected Incremental BIUs	Cumulative Increment Beyond New Corridor Ceiling BIUs	Cumulative Incremental Operating Grants Required (\$millions)
1991-92		15,500		15,500	
1992-93	12,700		10,900	26,400	
1993-94			9,200	35,600	69.1 (5)
1994-95			5,800	41,400	89.5 (6)
1995-96			2,400	42,800	25.8 (7)
New Corridor	56.6			56,500	10.7
					251.7

(1) The system-level new corridor mid-point is 423,530 BIUs and the new corridor ceiling is 436,236 BIUs.

(2) These enrolments, the 12,700 BIUs already in the system within the upper band of the corridor, would require funding only if a general corridor shift occurs.

See Advisory Memorandum 89-II, section 7.5 Accommodation of Future Accessibility Demands.

(3) Incremental grants are required for slip-year enrolment growth beyond the corridor ceiling after averaging this for three years.

(4) All grant levels indicated are estimated in 1992-93 dollars.

(5) Slipped two years.

(6) Incremental grants of \$89.5 million in 1994-95 reflect grants associated with both the 1992-93 10,900 incremental BIUs and the 1993-94 9,200 incremental BIUs.

(7) Slip-year phase-in is restored in 1995-96.

increase in intake in 1992-93, indicate that at current rates of retention, by 1995-96, unfunded enrolments could approximate 56,500 BIUs (33,040 FTEs).

This enrolment gain represents an increase in demand equivalent to two universities the sizes of Carleton University and Queen's University. The implications of this demand, at a time when operating grants are expected to increase by only 2.0%, will further overburden a system already stretched to its accessibility, productivity and quality of service limits unless Government provides for the operating grants identified in Table 1. Table 1 outlines Council's estimate of the BIU growth at current rates of intake over the next few years and the required incremental Government operating grants at the 1992-93 rates. (When the Ministry of Colleges and Universities study of postsecondary demand is available, Council's estimates of demand should be reviewed.)

As efficient operations, Ontario universities have accommodated rising levels of enrolment at discounted rates of funding. One of the significant cost efficiencies used to achieve this has been rising student/faculty ratios as growth in the FTE faculty complement has annually fallen short of growth in student enrolment over the past several years. Furthermore, student/staff ratios have deteriorated to the point that it is increasingly difficult to maintain student service levels. Given the estimates of future demand pressures, which as noted in Table 1 could result in unfunded enrolments doubling from the current 28,200 BIUs to 56,500 BIUs by 1995-96, there is no certainty that the system could accommodate these enrolments at anything less than average revenue.

In these difficult financial times, Government needs to be forward looking to ensure that levels of service are not worsened from their present deteriorated state through the accommodation of increased demand in the absence of adequate funding levels. "More scholar for the dollar" has stretched the academic enterprise to its productivity and service level limits. In light of the demand pressures confronting the system, Council recommends that Government provide incremental funding to support the addition of faculty and staff to serve these expanded enrolments as noted above, as well as to support productivity enhancements to alter conventional delivery modes of instruction. Creative productivity enhancements are needed that would reduce the potential for further deteriorations in the quality of service levels. This funding is critical to avert the consequences of a system sliding towards financial impasse that could limit its responsiveness to increasing demand pressures.

New methods of technologically-assisted instructional delivery have enabled universities, that have experienced enrolment growth in certain programs, to better manage the instruction of more students and limit the need to incur the otherwise costly traditional forms of teaching infrastructure and additional capital costs. Some longitudinal studies of this delivery mode indicate an improvement in the quality of the course material to bridge gaps in the quality of the outcomes since students were not deterred from making repetitive inquiries to ensure a thorough understanding of basic concepts before proceeding to the next level of learning. The application of such technologically-mediated delivery modes, to a wide range of disciplines, is on the increase in other jurisdictions. The Smith Report found evidence that "little recognition is afforded such efforts [pedagogical innovation] and this may go a long way to explain why so little pedagogical innovation (as opposed to curricular change) occurs at Canadian universities".¹⁹

Operating support for technologically-mediated types of expenditures might include:

- start-up costs for a system-level university network to encourage inter-institutional co-operation in the identification of programs and course

19. Association of Universities and Colleges of Canada, Report, Commission of Inquiry on Canadian University Education, Stuart Smith, September, 1991, p. 50.

materials that are suited to delivery through a technologically-mediated mode;

- software costs of computer aided instruction, identified as a result of joint institutional efforts, to identify and change delivery modes to enhance productivity;
- alternative delivery modes to ensure that small program offerings, that are at risk in the current environment of restructuring, are feasible by some means within the system;
- video conferencing materials;
- enhanced technology accessibility of library resources for students via computer link-ups; and,
- the use of technology to enhance both inter-university and CAAT/university articulation.

3.2 Transition Assistance Funding for 1993-94

Council recommends that should Government decide to designate a 1993-94 Transition Assistance initiative, the funding for this should be provided over and above the 2.0% increase in the operating grant that Government has already committed. To ensure that Government objectives are achieved, some of the eligible expenditures identified for the 1992-93 Transition Assistance envelope would more usefully be funded over an extended period of time.

Program closure and rationalization at a system-level will need a longer period of time to effectively achieve the desired economies and productivity results. Faculty demographics vary by institution and some institutions would be able to pursue the initiatives identified under the University Early Retirement/Voluntary Exit category of eligible expenditure for 1992-93 if Transition Assistance funding were to be provided over the next several years. Finally, more capital projects to realize savings from energy conservation/cogeneration might be implemented if institutions were afforded a longer planning horizon to mount these initiatives.

4.0 Horizon Issues

In this section, Council sketches out for Government some key funding pressures that require an extended time period to address. These horizon issues are the continued strong enrolment demand through the latter half of the 1990's coupled with the rising cumulative financial deficits of an overburdened and underfunded university system.

Overall demand for access to university in the 1990's is expected to match or possibly outpace the demand of the 1980's.²⁰ The demographic factor of a declining 18 to 24 age cohort has been offset by other factors, principally higher participation rates to produce increased enrolment demand. To date, these expanded enrolments have been accommodated by a system funded at levels that have reflected neither the maintenance of basic service levels nor full funding for all eligible incremental enrolments in the system.²¹

Fiscal constraint has meant the accommodation of accessibility pressures at eroded and deteriorating levels of service. Prospects for continuing constraint and additional enrolment

20. Changes in the behaviour of the immigration cohort might require a more thorough examination. The results of the MCU demand study might provide a starting point for such an examination.

21. The low increase in operating grants made available for allocation in 1992-93 necessitated a deferment of approximately half the incremental grants (approximately \$10 million) that were outstanding to the system under the commitment to fund the phase-in to new corridor enrolment targets at slip-year rates of funding.

demand indicate that both the policy of accessibility and the financial health of the system are at risk. The pressure of these issues, when added to a base that has been crumbling over the past decade, could have dire implications for the Ontario system of university-level education if not addressed in a timely and strategic manner.

Government has alternative options, or combinations of options, to deal with these trends.

- Maintain a wait-and-see approach with the expectation that, as in the 1980's, university productivity increases would continue to occur. However, this does not take into account the deterioration in the quality of service levels that occurred in the 1980's. The risk would be the violation of a long-standing policy commitment to provide access to all qualified applicants.
- Provide some additional funding and productivity incentives and thereby provide for an outcome of partially-met demand at further deteriorated levels of service. The risk would be that the system will continue to falter under significant pressures being only partially addressed.
- Regulate and direct the system towards increased teaching workloads, and shift some institutional missions or roles towards teaching only. Unless this were to be achieved exclusively through an incentive system, the risk would be the reduction or loss of institutional autonomy and the loss of research-oriented faculty to other jurisdictions.
- Devise strategies to initiate technologically-mediated forms of instruction on a system scale.
- Embark on capital and operating plans for the establishment of a new university that could come on stream mid-decade, either solely on a provincially-assisted basis, or in collaboration with the private sector.

4.1 The Results of Past Underfunding

Council has documented for Government the impact of funding levels that have fallen short of the annual basic requirements for the past fifteen years. The evidence presented to Council, in its 1990 Spring Hearings regarding the service-level outcomes of this prolonged period of underfunding, was summarized in Council's discussion paper **If the Future Were the Past - The Likely Consequences of Maintaining Current Policies of Base Funding For Ontario Universities.**²² That paper documented evidence of the financial and non-financial "deficits", or deteriorated service levels, that the university education system has incurred. On the non-financial deficit side Queen's University, in its 1990 Brief to Council, pointed out that:

... universities are incurring deficits that do not show up on the balance sheet. These deficits are reflected in the strain on faculty and staff, the inadequacy of equipment renewal, deterioration in physical facilities, increases in the student/faculty ratio and weakened library collections. These non-financial deficits are affecting the quality of the educational environment, morale of faculty and staff, and the provincial investment in universities.²³

22. Ontario Council on University Affairs, A Discussion Paper Based upon Questions asked and Evidence Presented During the 1990 Spring Hearings, December, 1990.

23. Queen's University, Brief to the Ontario Council on University Affairs, May, 1990.

In Council's review of the institutional evidence that was provided to substantiate claims of such non-financial deficits, it found the following common trends:

- rising student/faculty ratios in the university sector, which have been worsened, at some institutions, due to restrictions on replacement of retiring faculty and reductions in part-time and contractually-limited positions to cope with a deteriorating budget situation;
- rising student/staff ratios, which make it difficult to maintain service levels in the areas of student support, counselling and writing centres, let alone expand to meet rising student demand for accessibility;
- accommodating additional enrolments through part-time and non-permanent teaching staff, which have changed the character of faculty/student interface;
- fewer course choices and written assignments;
- library acquisitions that have failed to keep pace with enrolment expansion;
- lengthened cycles of equipment replacement, which have resulted in obsolete teaching equipment; and,
- deferred maintenance, which has resulted in seriously-eroded capital stocks.²⁴

It is difficult to construe these non-financial deficits and reduced service levels as effective productivity enhancements. The evidence suggests that productivity gains have been made by compromising the quality of educational experience and by institutions doing more teaching and research with fewer real resources at their disposal.

4.2 Financial Straits

In Council's 1990 Spring Hearings, evidence was presented by the institutions which indicated that, if prevailing funding policies were maintained "the university system will face deficits which in the worst case, would require closures or cutbacks, the equivalent of shutting down the University of Western Ontario and the University of Ottawa".²⁵ Current projections indicate that the cumulative operating deficits outstanding²⁶ have continued to mount since 1990.²⁷

The deficits for those institutions in a net deficit position to the end of 1991-92, are presently estimated at \$77.3 million, or 4.0% of the total operating revenues for these institutions. This negative balance is expected to increase by \$15.9 million in 1992-93 to

24. Ontario Council on University Affairs, If the Future Were the Past The Likely Consequences of Maintaining Current Policies of Base Funding For Ontario Universities, December, 1990, pp. 12-22.

25. Ontario Council on University Affairs, If the Future Were the Past The Likely Consequences of Maintaining Current Policies of Base Funding for Ontario Universities, December, 1990, p.32.

26. The cumulative operating deficit outstanding is defined to reflect the operating balances outstanding at the end of the prior fiscal-year for those institutions in a net deficit position plus the change in their financial position for the course of the current financial year.

27. 1991-92 Anticipated Actuals and 1992-93 Budget Information provided to Council by the institutions.

\$93.3 million or 4.6% of total operating revenues by the end of that fiscal year.²⁸ With operating support increases to the system expected to remain at historic lows, the possibility of realizing the large operating deficits projected in Council's If the Future Were the Past, is becoming an increasingly plausible scenario.

The Task Force on Accountability²⁹ is currently examining the issue of transparency of institutional processes. Council notes that the introduction of more transparent accountability processes would also make the impact of restraint more clear.

4.3 Demand for Accessibility to the End of the Decade

The participation rate by 18 to 24 year olds in university education grew rapidly over the decade and a half between 1960 and 1975. During the last half of the 1970's the participation rate of this age group remained relatively unchanged; however, during the 1980's the participation rate of this age group was on the increase with the female participation rate increasing faster than the male participation rate. The rising participation rate of this age group is continuing into the 1990's, based on published participation rates for 1990-91, first year intake in 1991-92 and indications of another large increase in secondary school applicants for 1992-93.

Increased participation rates and demand are occurring in spite of the decline that this age group represents as a proportion of the Ontario population. Increased participation has more than offset the decline in this age cohort, as a proportion of the total provincial population, to contribute to the strong demand for a spot in a university. However, the declines in this age group, as a proportion of the total population, are expected to be reversed later in this decade and into the early part of the next decade. As pointed out in an earlier report to the Ministry of Colleges and Universities³⁰ by the authors of the postsecondary demand study, other factors contributing to increased demand for accessibility are -- the decline in family size together with an increase in the number of double income households. Jointly, these factors translate into more nominal household dollars to spend on each child's education. Council notes that, while this nominal affordability factor is more valid for those groups that have traditionally participated in university-level education, Government also has a commitment, under its equity/access agenda, to increase participation by non-traditional students and across a broader socio-economic spectrum.

In the absence of demand forecasts from the formal quantitative analysis which was undertaken for the Ministry of Colleges and Universities, Council has provided projection scenarios of current enrolment trends to the end of this decade in Figure 1. Based on this cursory estimation of demand, under the medium projection scenario, the equivalent of 84,100 BIUs, an institution approximate in size to that of the University of Toronto, are expected to be added to the system by the end of the decade. The MCU demand study results are expected to be made available in the very near future. Based on those results, a more formal analysis of demand will have to be undertaken to provide a firmer starting point for system needs to accommodate demand in the 1990's and beyond.

28. Ibid.

29. The Task Force on Accountability was launched on November 28, 1991, by the Honourable Richard Allen, Minister of Colleges and Universities.

30. Frank T. Denton and Byron G. Spencer, Modelling and Analysis of Postsecondary Institutional Enrolment Patterns in Ontario, McMaster University, January, 1992, p. 65.

5.0 Capital Requirements

5.1 Cyclical Renewal and Deferred Maintenance of Physical Plant

Council maintains that annual funding, equal to 1% of the value of the space inventory in the university system, is the absolute minimum necessary for major repairs, renovations, alterations and replacement projects. For 1993-94, the recommended capital assistance for cyclical renewal has been obtained, by adjusting last year's recommendation for capital assistance (\$45.5 million), by the most recent annual increase in Canada's GDP Implicit Price Index for Non-Residential Construction.

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 92-29

LEVEL OF SUPPORT FOR MAJOR REPAIRS, RENOVATIONS, ALTERATIONS AND REPLACEMENT PROJECTS IN 1993-94 FOR THE CYCLICAL RENEWAL OF THE EXISTING CAPITAL STOCK

THAT funds for capital assistance for new major repairs, renovations, alterations and replacement projects in 1993-94 be \$44.8 million, plus any amount required for carry-overs and essential new construction.

Council continues to estimate the cumulative shortfall in Government funding for deferred maintenance in the same manner as last year's advice. From the inception of Council's advice on this matter to the present, this amounts to \$391 million in 1992 dollars. Council recommends that Government address this problem over a ten-year period beginning in 1993-94, by funding annually 10% of the estimated cumulative shortfall in Government funding for cyclical renewal of the physical plant (\$39.1 million).

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 92-30

LEVEL OF SUPPORT FOR DEFERRED MAINTENANCE OF PHYSICAL PLANT IN 1993-94

THAT in addition to the amount recommended in 92-29, funds for capital assistance in 1993-94 include, at a minimum, \$39.1 million for deferred repair, renovations, alterations and replacement projects.

5.2 Increased Space Requirements

In Section 3.1, Council outlined for Government the dimension of current unfunded demand, and both the near and longer-term outlook for demand based on underlying factors of participation rates, intake and retention. While these projections are preliminary, the "medium" outlook is based on moderate patterns of participation, intake and retention in comparison to the average historical performance of these underlying factors.

In Section 4, Council outlined to Government some alternative approaches to cope with the potential operating impact of such horizon issues. These issues are of such a significant operating dimension that they demand added capital infrastructure. How such capital infrastructure requirements are assessed bear a direct link to the policy option that is determined by Government to be the appropriate operating means of funding increased demand for accessibility.

In this section, Council identifies for Government alternative approaches to capital policy that could work to reinforce the expected outcomes of decisions made on the operating

side. At a minimum, a new program to deliver additional space for the teaching infrastructure required to support expanded and expanding enrolments is needed.

Infrastructure for traditional modes of teaching is highly space intensive. When permanent faculty are hired, support staff and the concomitant office space must be provided. Classrooms, laboratories and expanded libraries must also be built. On the basis of 1989-90 inventory standards and current average costs to build these types of spaces, Council estimates that the cost of new building space to accommodate those unfunded enrolments already in the system beyond the new corridor level exceeds \$300 million. Alternatively, a continuation of the incremental approach to delivering needed capital infrastructure would require:

- a significant expansion to renovation funding; and
- more innovative ways of using physical plants, such as increased summer and evening use of the facilities.

The maintenance of an incremental approach to delivering needed capital infrastructure associated with expanding enrolment might have run its course. Instead, a new capital program to build a new university might be the appropriate alternative, given that preliminary projections indicate that, by the end of this decade, enrolments of a magnitude approximating the current size of the University of Toronto³¹ would have been added to the system.

6.0 Conclusion

The university system is confronted with problems. In some respects these are problems of success, accommodating ever-increasing numbers of students, with many more projected for the future. Council has not recommended a basic funding increase for 1993-94, but emphasizes instead that the full 2% operating grant increase committed to by Government must be provided for basic needs, and that any Transition Assistance funding be provided on top of this amount.

The demand for the future participation in university education is bright. Nevertheless, it presents the challenge of accommodating between 20% to 30% more students by the end of the decade and, at the same time, meeting the Government's equity/access agenda.

To deal with these problems requires some strategic combinations of the following:

- seek further productivity increases;
- enhance existing and introduce new technologies to achieve productivity increases;
- restructure the system to secure advanced technologies in the delivery of university-level education, increased productivity, increased teaching loads and an increased emphasis on specialization of institutional mission and role within the system;
- create new institutions to accommodate growth; and,
- improve articulation within the postsecondary education system.

Colin Graham,
Interim Chair

June 19, 1992

31. In 1991-92 enrolments at the University of Toronto, in terms of the adjusted BIU level, are 86,297 BIUs. Revised 1991-92 Financial Report, June 5, 1992, Corporate Services Branch, Ministry of Colleges and Universities.

Table 2

Summary of Grant Recommendations for 1993-94
(\$ millions)

		<u>Percentage Increase</u>
Operating Grant Recommendations:		
2.1 Funding Enrolment Growth/Teaching Infrastructure	69.1	3.9%
Operating Grants	69.1	3.9%
Capital Grant Recommendations:		
5.1 Cyclical Renewal of Physical Plant	44.8	
Deferred Maintenance of Physical Plant	39.1	
Capital Grants	83.9	
Total Grants Recommended		<u><u>153.0</u></u>

Appendix A

BASIC FUNDING REQUIREMENTS

A.0 Calculation of Basic Funding Requirements for 1993-94

Council's calculation of the appropriate level of operating support required for 1993-94 is detailed in this Appendix, and follows the methodology applied in last year's Funding Advice. The basic funding objectives, underlying these calculations, are the same as those which were set out for 1992-93, to:

- offset inflationary trends; and,
- maintain levels of service dependent upon basic operating funding.

A.1 Maintenance of Basic Operating Support

Details of the 1993-94 cost of basic funding objectives are provided in Table A-1.

A.1.1 The 1992-93 Base (Column 1, Table A-1)

Council's estimate of the 1993-94 basic funding requirements for the university system is calculated, by adjusting the universities' estimated 1992-93 expenditures, by Council's estimate of the costs of maintaining the existing level of service. These calculations are based on the assumption that 1992-93 expenditures will equal estimated revenues. (Appendix Table C-1).

Council estimates that the 1992-93 base of operating revenues and expenditures of all institutions (the 15 provincially-assisted universities, the affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College) total \$2,469.5 million. The 1992-93 base expenditures are disaggregated according to their approximate shares of the institutions' budgets; 81.9% for salaries and employee benefits, and 18.1% for non-salary items.

A.1.2 Increases in Costs due to Inflation (Table A-1, Column 2)

Council has reviewed several 1993 forecasts of the increase in the Consumer Price Index (CPI). These projections range from 1.8% to 2.9%. A consensus factor of 2.5% is used as Council's estimate of inflation. Based on this inflation factor, Council estimates the inflation-related costs of salaries and employee benefits to be \$50.6 million.

Over the past five years, the differential rate of growth between the Ontario University Non-Salary Price Index (OUNSPI) and CPI has averaged -40.0%. The non-salary inflation factor used by Council for 1992-93 is derived by adjusting the projected 2.5% rate of inflation by this average differential between OUNSPI and CPI. Therefore, the non-salary inflation factor used is 1.5%. Based on this inflation factor, Council estimates the inflation-related non-salary costs to be \$6.7 million.

A.1.3 Increase in Cost of Maintaining Existing Service Levels (Table A-1, Column 3)

Council continues to identify and make provision for the costs of service levels which are not related to inflation. For 1993-94, provision is made for both salary-related and non-salary service level costs.

a) Salary-related Service Level Costs

Council's 1993-94 funding advice includes a provision for meeting the salary-related costs of service levels, as measured by the net cost of progress-through-the-ranks (PTR) for faculty and non-academic staff. As more faculty reach retirement age, the estimated net costs of PTR are expected to decline. Under traditional PTR practices, this net positive cost should become a net saving during the period that retirements are expected to accelerate. The most

Table A-1

The Cost of Basic Funding Objectives for 1993-94
(\$ millions)

Expenditure	1992-93 Base	Inflationary Trend	Service Level Costs	Cost of Basic Objectives
Salaries and Employee Benefits	2,023.3	50.6	23.8	2,097.7
Non-Salary	<u>446.2</u>	<u>6.7</u>	<u>14.8</u>	<u>467.7</u>
TOTAL	2,469.5	57.3	38.7	2,565.5

Notes:

1. Factors for each column of the table are as follows:

	<u>Salaries and Employee Benefits</u>	<u>Non-Salary</u>
Inflationary Trend	2.5%	1.5%
Service Level Costs	1.15% (Progress through the Ranks, PTR)	\$14.8 million

2. The above factors are applied to the cumulative total of the previous columns.

current COU estimate of the net costs of PTR, is 1.15% of salary and benefit costs. This estimate is derived from the PTR data, generated by a COU faculty flow model, which has been updated using 1986-87 data. Council notes COU's concern about the validity of the underlying Statistics Canada data for this model, and indications made by institutions that actual PTR costs are higher than those indicated by the COU model. Council also notes that, in these fiscally constrained times, some institutions have negotiated away these costs temporarily. Council urges COU to undertake, with the Council on University Planning and Analysis (CUPA), to develop an appropriate methodology to collect reliable information on university faculty and staff gross and net PTR costs. Furthermore, if it is found to be the case that PTR costs are not falling, that a thorough analysis be undertaken of the underlying pressures preventing the long-projected net savings in PTR costs as faculty begin to retire in large numbers.

In the absence of a more current system-level proxy for PTR costs, and given the diverging impact of rising PTR costs at some institutions and 0% PTR costs at others, that Council continues to use the estimate that was last provided for Council by COU, namely 1.15%. The net costs of PTR, for faculty and non-academic staff, are therefore estimated to be \$23.8 million and are included in Council's provisions for service level costs for 1992-93.

b) Non-Salary Service Level Costs

Council values the existing stock of equipment and furniture, in 1992-93, at \$1,156.9 million for that fiscal year. When revised by the most recent percentage change in OUNSPI for these components, the value becomes \$1,147.0 million.

Based on a 12-year replacement cycle, it is estimated that expenditures of \$95.6 million will be required in 1992-93 to meet cyclical renewal needs. Expenditure information, provided by COFO-UO for 1988-89, 1989-90 and 1990-91, indicates that institutions can be expected to spend approximately \$80.7 million from traditional sources of income. Council estimates that an additional \$14.8 million must be made available, in 1992-93, for the cyclical replacement of equipment and furniture.

A.1.4 Total Cost of Basic Funding Objectives (Table A-1, Column 4)

The total cost of basic funding objectives in Column 4 of Table A-1 is the sum of the first three columns. Council's estimate of the total cost of basic funding objectives for 1993-94 is \$2,565.5 million, representing an 3.9% increase over the estimated 1992-93 expenditure base.

A.1.5 Estimated Government Grants Required to Meet the Basic Funding Objectives

As depicted in Table A-2, Council estimates that income accruing to the university system in 1992-93, in addition to Government grants, will be:

- i) \$143.5 million from other sources;
- ii) \$41.7 million from fees other than tuition fees; and,
- iii) \$524.3 million from formula tuition fees, at 1992-93 fee rates, and including a projected 2.0% increase in enrolment in 1992-93.

Based on Council's previous advice on formula fee rates in Advisory Memorandum 79-IV, whereby formula fee rates were to be increased by the same percentage as operating grants, formula fee rates and Government grants would have to be increased by 3.7%, as noted in Table A-2, line 8. Council estimates that, of the total \$2,565.5 million required, \$1,836.6 million would be required to be made available as Government operating grants to meet the cost of Council's basic funding objectives in 1993-94 (Table A-2, line 12).

Table A-2

**Cost to Government of Meeting Council's Basic
Funding Objectives for 1993-94: Provincially-Assisted
Universities, Affiliated Colleges, Ryerson,
OISE, OCA and Dominican College
(\$ millions)**

1.	Cost of Basic Funding Objectives		2,565.5
2.	Other Non-Fee Revenue		(143.5)
3.	Other Fee Revenue		<u>(41.7)</u>
4.	Total Formula Fees and Government Operating Grants required to meet Council's Basic Funding Objectives		<u>2,380.3</u>
5.	Formula Fee Revenue at 1992-93 rates and the predicted 1992-93 level of enrolment funded by base operating grants		524.3
6.	Estimated 1992-93 Operating Grants		<u>1,771.1</u>
7.	Estimated 1992-93 Operating Grants and enrolment-adjusted Formula Fee Revenue (line 5 + line 6)		<u>2,295.4</u>
8.	Percentage increase in Operating Grant and Formula Fee Revenue (line 4 - line 7) X 100 line 7	3.7%	
9.	Additional Formula Fee Revenue generated by a 3.7% increase in formula fee rates	19.4	
10.	Total Formula Fee Revenue (line 5 + line 9)		543.7
11.	Additional Grants generated by a 3.7% increase in basic operating grants	65.5	
12.	Cost to Government of Basic Funding Objectives (line 6 increased by 3.7%)		<u>1,836.6</u>

Appendix B

REVISED CALCULATION OF THE 1992-93 FUNDING SHORTFALL

The estimate of the basic funding requirements for 1992-93, contained in Advisory Memorandum 91-II, has been revised to reflect updated estimates of CPI, furniture and equipment expenditures and 1991-92 base expenditures. The inflation factors, for salary and non-salary items, have been revised from 3.5% and 2.4% to 1.6% and 0.9%, respectively. The furniture and equipment factor has been decreased from \$45.8 million to \$15.1 million. The 1991-92 base expenditures have been increased from \$2,386.5 million to \$2,400.0 million. As a result, the revised estimate of the cost of basic funding objectives in 1992-93 is \$2,473.0 million.

An estimate of total funds available to the Ontario university system has also been made reflecting information on Government grants, fees and other income. Council now estimates that total fee income (formula tuition and other fees) will be \$514.0 million. Government operating grants, supporting the cost of basic funding objectives, will total \$1,771.1 million; this total is the difference between the \$1,972.2 million of total operating grants and the sum of \$22.5 million in Special Purpose grants, \$172.9 million in Accessibility Envelope Grants and Corridor Shift Funding and \$5.7 million in Visa Fee Waivers. Other revenue is estimated to be \$143.5 million (\$121.0 million, which consists of universities' budget report values of other revenue, investment income, Municipal and Federal grants and \$22.5 million in Special Purpose grants). Thus the total estimated revenue available to the system to meet the cost of basic funding objectives is \$2,469.5 million.

The revised estimate of the shortfall in revenue, compared to expenditures required to meet the basic funding objectives, is \$3.5 million (\$2,473.0 - \$2,469.5 million).

Council's estimate of total operating funding needs for 1992-93 is the revised estimate of the cost of basic funding objectives, \$2,473.0 million and the additional \$90.6 million recommended in Advisory Memorandum 91-II (Educational Renewal Fund, \$45.4 million and Funding Enrolment Growth Beyond New Corridor Levels, \$45.2 million). This equals \$2,563.6 million.

The estimate of the total operating funds available for 1992-93 is the estimate of the funds available for the cost of basic funding objectives, \$2,563.6 million.

Total operating funding needs, minus total operating funds available, reveals a shortfall of \$94.1 million (\$2,563.6 million - \$2,469.5 million). Since Council uses a three-year lagged adjustment calculation of shortfall for the base adjustment, the 1989-90 shortfall of \$76.9 million must be subtracted. Therefore, Council estimates that the shortfall in total operating revenue for 1992-93 is \$17.2 million (\$94.1 million - \$76.9 million).

Table B-1

Revised Operating Funding Shortfall for 1992-93
(\$ millions)

Council's Revised Recommendations

Cost of Basic Funding Objectives (A)	2,473.0
Additional Grants Recommended	
Educational Renewal Program	45.4
Funding Enrolment Growth Beyond New Corridor Levels	<u>45.2</u>
Total Operating Needs (B)	2,563.6

Estimated Revenues Available

Revenue Available for the Cost of Basic Funding Objectives (C)	2,469.5
Estimated Total Operating Revenue Available (D)	2,469.5

Shortfall in Funds Available

Funds Available for the Cost of Basic Funding Objectives (A-C)	<u>3.5</u>
Funds Available for Total Operating Needs (B-D) (E)	<u>94.1</u>
1989-90 Shortfall (F)	76.9
Calculation of Shortfall Using Three-year Lagged Adjustment (E-F)	<u>17.2</u>

THE 1992-93 BASE

This Appendix outlines the derivation of the 1992-93 base used in Council's funding exercise. For 1992-93, Council assumes that system expenditures equal total revenues, and estimates total operating revenues at \$2,469.5 million. Table C-1 provides details of 1992-93 revenues by type.

Formula and Non-Formula Grants

The figure \$1,771.1 million for 1992-93 found in Table C-1 is derived by subtracting \$22.5 million Special Purpose grants, \$5.7 million Visa Fee Waivers and \$172.9 million Accessibility Envelope grants and Corridor Shift Funding from the \$1,972.2 million in operating grants for 1992-93. This figure includes Faculty Renewal grants, Access for the Disabled grants, Differentiation and Extraordinary grants, Northern Ontario grants, Bilingualism grants, Research Overheads/Infrastructure Envelope and Formula grants. Council's 1992-93 recommended grant allocations are contained in Advisory Memorandum 91-XII.³²

Formula and Other Fees

Council's funding base includes only that fee revenue which is derived from formula fees and other fees. Any revenue accruing to the universities, as a result of the application of their discretionary tuition fee power, is excluded from the base. 1992-93 formula fee revenue is estimated at \$513.7 million. This is calculated by applying the 1992-93 formula fee and enrolment changes to the 1991-92 fees. Also included is an estimate of the Supplementary Foreign Fee Revenue and third-term Graduate Formula Fees. The Other Fee Revenue estimate of \$40.9 million was based on the universities' budget reports for 1992-93.

Other Revenue

Other revenue for 1992-93 of \$143.5 million includes Ministry Special Purpose grants of \$22.5 million and an estimated \$121.0 million in other sources of operating income including Municipal and Federal grants, investment income and other revenue from the universities' reports on budgeted revenue for 1992-93. Other revenue excludes any amounts provided for municipal taxation payments, income from gifts, donations and non-government grants.

32. Ontario Council on University Affairs, Advisory Memorandum 92-XII, The Allocation of the Government's Operating Support for the University System in 1992-93.

Table C-1

Estimated University System Revenue for 1992-93
(\$ millions)

Formula and Non-Formula Grants*	1,771.1
Formula Fees	514.0
Other Fees	40.9
Other Revenue**	143.5
Total	2,469.5

* Excludes Ministry Special Purpose grants, Accessibility Envelope and Corridor Shift Funding and Visa Fee Waivers.

** Includes Ministry Special Purpose grants.

92-V Program Approvals

1.0 Issue

What changes should be made to OCUA's Program Procedure Manual to ensure that programs, proposed for funding consideration in the 1992-93 cycle, fully meet the criterion of societal need and are fully justified even in a time of fiscal restraint?

2.0 Background

In a number of advisory memoranda, Council has recommended to Ministers of Colleges and Universities criteria for the evaluation of new program proposals for funding purposes. These memoranda have included: AM 82-VII, Undergraduate Program Approvals; AM 83-VIII, Graduate Program Planning and Funding; and AM 89-V, Graduate Program Planning in the Third Quinquennium 1989-90 to 1993-94.

The responses of the Ministers of Colleges and Universities to these recommendations have established a policy framework, within which Council has reviewed and made recommendations to Ministers of Colleges and Universities, on the eligibility of new programs for funding purposes. Within this framework, criteria and procedures have been established to regulate the adjudication process. Technically, a positive recommendation means that the enrolment in an approved program may be counted as eligible BIUs for funding purposes. To make the process of adjudicating applications for approval as clear, open and fair as possible, Council established in 1989 a Program Procedures Manual, which provides detailed guidance for the operationalization of the policy decisions. A copy of this has been appended to this Memorandum. (See Appendix A)

When the Honourable Richard Allen, Minister of Colleges and Universities, announced operating support for the university sector for 1992-93, he stated that: "To underline the seriousness of the situation and to emphasize that we can no longer consider it to be 'business as usual', effective today and until further notice, no new programs will be approved for funding."¹ On April 21, 1992, the Minister announced that effective as of April 1, 1992, the freeze for programs already in the approvals process was discontinued.² The Minister's letter went on to ask Council to undertake, in light of the fiscal situation and the work underway on restructuring, a review of the current processes by which programs are approved for eligibility for publicly-funded enrolment counting. The Minister stated that he expected the outcome of the review, in terms of new or revised criteria, would apply to the next program approval cycle. He added that in considering Council's advice on the current cycle, he would be paying particular attention to the review criterion of societal need and whether the program should be funded in a time of fiscal restraint.³

The criteria under which new programs are reviewed are of great importance to all institutions, the stakeholder groups and Government. They play an important role in shaping

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1. Memorandum from the Honourable Richard Allen, Minister of Colleges and Universities to the Chairs, Boards of Governors and Executive Heads of the Provincially-assisted Universities, Ryerson, OCA, OISE, Algoma, Nipissing, Hearst and Dominican, January 22, 1992.
 2. In the light of the discontinuance of the freeze, Council submitted Advisory Memoranda 91-XI, "Graduate Program Funding 1992-93" and Advisory Memoranda 92-I, "Undergraduate Quasi-Professional, Special and Professional Program Funding 1992-93".
 3. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, April 21, 1992.

the growth and development of the university sector, and provide an important instrument of public accountability. Council believes that it should not embark lightly on the path of reviewing the criteria without thoroughly engaging the stakeholder groups, the institutions and other interested parties in the process. Since the next program approval cycle begins August 1, 1992, it would be impossible to engage in a thorough-going review involving full consultation and discussion before that date. Accordingly, following consultations with the Minister and the Ministry, Council has embarked on a two-stage process. In the first stage, the procedures, as outlined in Council's Program Procedures Manual, have been examined with a view to making changes that can be implemented in time for the cycle beginning as soon as possible after August 1, 1992. In the second stage, a more thorough-going review of the criteria, as well as the procedures, will be undertaken in a way that is linked with the forthcoming scheduled quinquennial review of graduate programs, and co-ordinated with the development of long-term options to reshape the post-secondary sector in Ontario proposed by the Minister in January, 1992.⁴

This Memorandum, therefore, recommends changes to the procedures and required documentation set out in Council's Program Procedures Manual. Council does, however, take the opportunity of setting out, in this Memorandum, a number of areas of concern which it believes underline the importance of a thorough review of the criteria, and indicates a number of areas which Council believes should be closely examined in such a review.

3.0 Process

Opportunities for consultation in this short-term review have been severely limited by the response time established by the Minister. The institutions and stakeholder groups were immediately advised of the review and invited to make submissions.⁵ Council's Program Committee met jointly with the Academic Advisory Committee to discuss this matter. The Executive Director of the Ontario Council of Graduate Studies was consulted. The heads of the following organizations were also consulted directly: the Vice-Presidents, Academic; the Advisory Committee on Francophone Affairs and the Teacher Education Council of Ontario. Staff of the Ministry of Colleges and Universities have also been consulted. Council appreciated the contributions institutions and stakeholder groups made in the consultations and in their responses. Many of their ideas have been used in this Advisory Memorandum; others have been noted as ideas which should be explored in the longer term reviews.

4.0 Objectives for the Short-Term Review

In undertaking this short-term review, Council has taken note of the direction of Government fiscal policy. The Minister has given a clear signal that the current fiscal climate does not permit a business-as-usual approach. Institutions must provide unambiguous documentation, that new programs respond to societal need and are justified even in a time of fiscal restraint. Council is aware that, under the current corridor funding regime, institutions do not necessarily receive additional government funding if new programs are approved. New programs do, however, make claims on the current limited resources of institutions. They also represent a contribution to the growing pressure on Government, represented by the mounting numbers of BIUs that are unfunded, because they are beyond the corridor mid-points.

4. Memorandum from the Honourable Richard Allen to the Executive Heads, Colleges and Universities and members of the College and University Round Tables, January 21, 1992.

5. Memorandum from Dr. H. V. Nelles, Chairman to the Executive Heads of the Provincially-assisted Universities, May 6, 1992.

Accordingly, Council sought to revise its own documentation requirements which would require institutions to provide convincing evidence of societal need; to demonstrate that proposals which would result in duplication are fully justified; to require evidence of inter-institutional collaboration and co-operation, and to show more clearly how the new program will be funded.

5.0 New Graduate Programs

There are currently separate criteria for new graduate programs and for new undergraduate programs. The criteria approved by the Minister for graduate programs are:

- That the program has passed a rigorous academic appraisal, as certified by the Council of Ontario Universities, and at the time of appraisal was found not to require improvements.
- That there is convincing evidence of societal need and student demand for the program.
- That the program is consistent with the aims, objectives and existing strengths of the institution offering the program, and the program is included in the institution's five-year plan.
- That the program is deemed by Council to be an appropriate development within the Ontario university system.

With respect to the second criterion, the Program Procedures Manual asks applicants to describe specific societal needs to be met by program graduates; indicate the parameters of the societal need for graduates (i.e., local, regional, provincial, national); note the duration of the societal need (i.e., short, medium, or long-term); identify trends in the societal need for graduates; provide evidence that graduates of the program are needed, specifically in identified fields (academic, public and/or private sector). The Manual also provides the following guidance as to the nature of the evidence:

- letters from a variety of potential employers of graduates, who have seen the curriculum and commented upon the need for graduates within their organization and, more broadly, in their field of endeavour;
- professional society and/or association comments about the need for graduates based on a review of the curriculum;
- employment surveys, a survey of the number of positions advertised in, for example, the CAUT Bulletin;
- statistics related to the number of Ontario students leaving the Province to study in the same field elsewhere in Canada or abroad;
- if there are other programs offered in the system which are the same or are similar, institutions are asked to cite the distinguishing aspects of the new program, or provide evidence of justifiable duplication based on the societal need and/or student demand;
- in cases of substantial duplication of existing programs, institutions are invited to consult with the institutions already offering similar programs

in order to consider the impact of the proposed new program on the enrolment levels of the existing programs, and identify program similarities and differences in order to substantiate the need for the new program.

Council routinely sends proposals directly to professional associations and organizations in the private and public sectors for comment on societal need, if this information is not already contained in the university's submission.

Under the fourth criterion, "...an appropriate development within the Ontario university system," the Program Procedures Manual explains that Council will be looking for conflict between the proposed program and current policies/funding allocations pertaining to the Ontario university system, i.e., corridors, program adjustments, faculty renewal funds, capital expenditures, centres of excellence, etc.

The Manual should be changed to make it clearer that Council's standard for evaluating societal need is that the case is convincing. Therefore, the fifth bullet on page 2.1.2 under #3 Societal Need should read:

- provide convincing evidence that graduates of the program are needed in specifically identified fields (academic, public and/or private sector). Evidence for the above would be: letters from a variety of potential employers of graduates who have seen the curriculum and comment upon the need for graduates within their organization and, more broadly, in their field of endeavour; professional society and/or association comments about the need for graduates based on a review of the curriculum; employment surveys, surveys of the number of positions advertised in, for example, the CAUT Bulletin and statistics related to the number of Ontario students leaving the Province to study in the same field elsewhere in Canada or abroad.

A number of institutions have expressed the concern that the Manual's description of societal need is too narrow. It is, therefore, proposed that in this part of the Manual a new descriptor be added as follows: "Indicate the dimensions of the societal need for graduates (e.g., socio-cultural, economic, scientific, technological)." In addition, Council believes that institutions should identify any aspects of the program that are innovative. To satisfy the Minister that duplication, if any, has been fully examined for its implications to the university system as a whole, and that collaboration has been sought, the last bullet point under the third criterion (p. 2.1.3) should indicate that in cases of substantial duplication of existing programs, institutions must consult with the institutions already offering similar programs in order to identify program similarities and differences and to consider the impact of the proposed new programs on the enrolment levels of the existing programs. Council also believes that, under the fourth criterion, institutions should be asked to indicate to Council the impact of proposed new programs on the institutions' corridor plans and how they intend to finance and staff the programs; (i.e., can they be funded under their approved corridor plan, through program rationalization, through the reallocation of resources, the closure of other programs, support from private or other sources, etc.?) to indicate whether the proposed programs will be offered collaboratively or in conjunction with another institution, and to note the associated cost saving to be realized.

6.0 New Undergraduate Programs

New core Arts and Science programs do not require approval of the Minister of Colleges and Universities for funding eligibility, since they consist of programs which make up the basic core of knowledge which all universities are expected to offer. Professional,

Quasi-Professional and Special Programs require explicit approval. These programs may, however, undergo a cursory review only if they are basically reformulations of existing programs. The cursory review involves an examination of the rationale, projected societal need and student demand for it, and evidence that the institution's senate has approved it. The definition of a core Arts and Science program and the cursory review processes are set out in Appendix A.

Programs subject to the fuller review are adjudicated under ten headings:

- The proposed curriculum for the program.
- The academic quality of the program.
- The financial viability of the program.
- The projected enrolment for the program over at least a five-year period.
- The extent of proposed co-operation between or among post-secondary institutions in offering the program.
- The need for the program in terms of both student and societal demands.
- Whether the program is significantly different from other similar programs in the province.
- The extent of regional and local support for the program.
- How appropriate it is for the program to be offered at a particular university.
- Whether the program should be funded even in a time of economic restraint.

The Manual sets out Council's documentation requirements for each of the criteria. Three of the criteria -- extent of proposed co-operation between or among post-secondary institutions offering the program, societal need and student demand and funding, even in a time of economic restraint -- are immediately relevant. The Manual currently asks applicants to note any co-operative or joint arrangements with other post-secondary institutions, and to note any sharing of facilities, faculty, resources, etc., with other post-secondary institutions. Under societal need, institutions are asked to:

- Describe the specific societal need(s) to be met by program graduates;
- Indicate the parameters of societal need for graduates (i.e., local, regional, provincial, national);
- Note the duration of the societal need (i.e., short, medium, or long-term) and any relevant trends on need;

Evidence for the above includes:

- letters from a variety of potential employers of graduates who have seen the curriculum and commented upon the need for graduates within their organization and, more broadly, in their field of endeavour;
- the professional society and/or association comments about the need for graduates based on a review of the curriculum;
- employment surveys;
- statistics related to the number of Ontario students leaving the Province to study in the same field elsewhere in Canada or abroad, if applicable.

The Manual notes that proposals are sent directly to professional associations and organizations, in the private and public sectors, for comment on societal need and demand if the institution has failed to do so. Under the heading, "funding even in a time of economic restraint", the Manual states that Council considers this criterion independently from a system-wide perspective and in light of the funding climate.

Council has identified a number of additions and/or changes to its documentation requirements to ensure the short-term objectives it has proposed in this Memorandum are fulfilled. Under the criterion, "proposed co-operation between or among post-secondary institutions in offering the program", Council believes that the importance of such co-operation should be more clearly signalled by requiring institutions to indicate the extent to which joint and/or cooperative arrangements with other institutions, including colleges of applied arts and technology, have been explored or considered and requiring them to consult with institutions which currently offer similar programs. The wording, under the societal need criterion, can also be strengthened by adding the following words to the third bullet point: "and any relevant trends in need"; by adding a bullet point, "identify trends in societal need for graduates"; and by adding the word "convincing" to the current fourth bullet point. Institutions have commented that the Manual places a too narrow construction on the meaning of "societal need for graduates". Accordingly, Council proposes to add to the Manual a requirement that institutions indicate the dimensions of the societal need for graduates (e.g., socio-cultural, economic, scientific, technological). In addition, Council believes that institutions should identify any aspects of the program that are innovative. The tenth criterion, "Funding Even in a Time of Economic Restraint" should be significantly strengthened by asking institutions to show how they intend to fund the new program. Is it a part of the approved corridor for the institution? Is it to be funded through rationalization, a reallocation of resources, or other economies realized in other programs? Or, is it to be funded from sources other than MCU operating grants and fees?

7.0 New Bilingual and French Language Programs

Since the Government has recently established a new Advisory Committee for Francophone Affairs (ACFA) and since the Committee is developing its own criteria for new Bilingual and French-Language programs, Council believes that additions to the Manual, in regard to the criteria governing the evaluation of new Bilingual and French Language programs, would not be appropriate at this time. However, the procedural information contained in the Manual, about new Bilingual and French Language programs, has recently been revised by the Ministry of Colleges and Universities and is contained in Appendix A. When ACFA has completed its consultations and new criteria for Bilingual and French Language programs have been approved, they will be added to the Manual.

8.0 New Health Science Programs

The program approvals procedures for Health Science programs involve close involvement with the Ministry of Health. Because of this, there is a full opportunity for Government to comment directly on the societal need and the justification of the program in a time of economic restraint. Council does not, therefore, propose changes to the Manual at this time with respect to new Health Science programs.

9.0 New Ryerson Programs

Since Council has recently given advice to the Minister regarding Ryerson's role and mission, and the Ministry has recently been directly engaged in discussions with Ryerson on its mission, it is not appropriate to recommend changes in the Manual at this time, pending further directions from Government, on the role and mission of the Institute.

10.0 New Teacher Education Programs

Under the Education Act, the Minister of Education has the authority to approve programs for teacher certification purposes. Because of this, a new section was recently added to the Manual in consultation with the Ministry of Education, setting out the

requirements of the Ministry of Education.⁶ As a result of this addition to the Manual, institutions are able to submit the same proposal to the Ministry of Education and OCUA for program approvals purposes. Since this section was only recently introduced, there does not appear to be a need for revision at this time. The Ministry of Education Teacher Education Centre supports this position. Council will, however, revisit this section in the long-term review.

11.0 Recommendation

Council believes that the objectives it has proposed for the short-term review, and the specific changes it proposes in its Manual, respond appropriately to the Government's concerns within the time and other constraints imposed.

Accordingly, Council *recommends to the Minister:*

OCUA 92-31

THAT Council be authorized to proceed with the changes to its Program Procedures Manual which would require institutions to provide convincing evidence of societal need; to demonstrate that proposals which would result in duplication are fully justified; to require evidence of inter-institutional collaboration and co-operation and to show more clearly how the new programs are to be funded, along the lines outlined in this Memorandum.

12.0 Long-Term Review

Council welcomes the Minister's call for a review of the program approvals process including the criteria, and views it as an urgent and pressing need. Council believes that this review should include a full examination of the criteria in the light of changes in Government policy, and it should pay particular attention to such issues as how new programs respond to the changing demographic make up of the population of Ontario including age, gender, ethnicity and race, as well as social, economic and cultural conditions. Council believes that the societal need and student demand criteria will need to be re-examined to ensure that attention is paid, not just to evidence of current needs, but also to emerging and longer-term needs as they are expressed in forward-looking studies and reviews of the kind that have been undertaken by the Economic Council of Canada and the Provincial Ministry of Skills Development. Council believes that the review should also give further consideration to the implications of continuing fiscal restraint. Council will co-ordinate the review with the quinquennial review of graduate programs and with the long-term reshaping exercise. A specific plan of action will be prepared in the near future once the design of the long-term reshaping process has been completed. Council will consult widely with the provincial stakeholder groups, the institutions, professional associations and others. Council will begin this process this Fall within the context of its Fall, 1992 public hearings.

Colin Graham,
Interim Chair

June 19, 1992

6. The only information required by the Ministry, which is additional to OCUA's requirements, is that the applicant institution show how the new program will be staffed in terms of the number of existing, seconded and new faculty to be utilized in the proposed new program.

Appendix A

PROGRAM PROCEDURES MANUAL

The processes by which programs are approved for eligibility for publicly-funded enrolment counting have been developed by Council over time and are contained, in their entirety, in various Advisory Memoranda. These Memoranda, having been recommended to and accepted by the Minister, are now policy.

This Program Procedures Manual, a compendium of the Program Approvals Process, has been assembled as a handy source of reference on those policies. It is intended for the use of Executive Heads, Vice-Presidents (Academic) and other academic administrators, as appropriate, so that institutional submissions can be processed more efficaciously.

The Manual has been organized as a loose leaf system so that sheets may be updated or replaced if policies or procedures change. It may be copied for academic administrators for whom it will provide a helpful reference. As a quick reference, it is not designed to supplant the more complete source documents on which it is based and for which references are provided.

All comments and enquiries concerning the Manual should be addressed to the Council.

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1.0 NEW UNDERGRADUATE PROGRAMS

1.1 CORE ARTS AND SCIENCE

A. Policy

Core Arts and Science programs do not require government approval for enrolment to be counted as eligible BIUs.

See Advisory Memorandum 82-VII (9th Annual Report).

B. Aim and Rationale

The Minister has requested that OCUA report annually on changes in Arts and Science programming.

C. Definition

- Core Arts and Science programs are defined as programs NOT listed in Group A or Group B, Advisory Memorandum 82-VII [9th Annual Report] (see Program Procedures Manual, Appendix A, page 1.4.1). If questions arise as to whether or not a program is considered a Core Arts and Science program, Council will provide a clarification.
- A new undergraduate program is defined as one which in name and/or content differs significantly from any program previously offered, or one which constitutes a new major in an existing program or one which involves a change in BIU weighting. In addition, a program established through the specific new "packaging" of existing courses is also considered a new program.
- Programs in the Core Arts and Science group would be:
 - Biological Sciences (including Biotechnology)
 - English Language and Literature
 - French Language and Literature
 - General Arts and Science
 - Humanities (including ancient and classical languages)
 - Mathematical Sciences and Computer Studies
 - Physical Sciences
 - Social Sciences (including Women's Studies)
 - Theology

Policy Referents:

- If a university offers a Core Arts and Science program at the ordinary level and wishes to offer the same program at the honours level, or vice versa, it may do so and have the enrolment in the program counted as eligible BIUs without prior recommendation by Council and approval of the Minister. The "new" offering would, however, have to be included in the institution's annual report to Council listing new Core Arts and Science programs.
- If a university offers an approved program in one unit (Faculty) of the institution, it may offer the same program in another unit without reporting to Council or seeking further approval.

D. Process

A letter is sent to the universities each Spring asking for a report to Council on "new programs in the Core Arts and Sciences". The reports are compiled and sent to the Minister in summary form.

(See also: 1.4 Undergraduate Certificate and Diploma Programs.)

1.2 NEW UNDERGRADUATE PROFESSIONAL PROGRAMS

A. Policy

New undergraduate professional programs require government approval for enrolments to be counted as eligible BIUs. See Ministry's Formula Manual.

B. Definition

- See OCUA Program Procedures Manual, Appendix A, page 1.4.1, or Advisory Memorandum 82-VII (9th Annual Report) for a complete list of programs in Group A.
- A new undergraduate program is defined as one which in name and/or content differs significantly from any program previously offered, or one which constitutes a new major in an existing program or one which involves a change in BIU weighting. In addition, a program established through the specific new "packaging" of existing courses is also considered a new program.

Policy Referents:

- If a university offers an approved program in one unit (Faculty) of the institution, it may offer the same program in another unit without reporting to Council or seeking further approval.

C. Process

i) New Professional Programs Created through the Unification of Existing, Approved Programs, Options or Concentrations

In its annual advisory memorandum containing recommendations to the Minister on new undergraduate program funding eligibility, OCUA will list new professional programs created through the unification of existing, approved programs, options or concentrations occurring in situations where required courses within the programs, options or concentrations remain as they were prior to unification.

Information Requirements:

Institutions should notify OCUA of proposed program modifications of this nature for the coming academic year in the annual report to OCUA on new "core" Arts and Science programs.

ii) Professional Undergraduate Programs Requiring Only cursory Review

In its annual advisory memorandum containing recommendations to the Minister on new undergraduate program funding eligibility, OCUA will review, in a cursory fashion, professional programs where:

- a) an approved program is currently offered at the ordinary level, and a new honours or four-year general-level program is proposed, or vice versa;
- b) an approved program is currently offered at the major honours degree level and the university wishes to offer the same program at the specialized honours degree level, or vice versa, using a minimum of 75% of existing, approved courses;
- c) new options or concentrations are created to be combined with an existing approved program where the new concentration does not exceed 25% of the program's total content; and,
- d) new programs are created through a change in the name of an approved program, and where 25% or less of the courses in the program are new.

Information Requirements:

With respect to programs submitted for cursory review, institutions will be required to submit a brief statement of one page in length which will include a description of the new program/concentration, the rationale behind its creation, the projected societal need and student demand for it, and the date it was approved by Senate. Institutions are requested to attach a calendar copy of the program modifications.

Procedure:

Submissions will be required to be submitted to Council by August 1st in any given year. Council will review the above information and make a recommendation to the Minister regarding the funding eligibility of each program according to the same procedures outlined for full reviews on pages 1.2.7 through 1.2.8, with one exception:

Before a professional program undergoing cursory review receives a negative recommendation regarding its eligibility for funding, the submitting institution will be offered the opportunity to withdraw the program submitted in that year with the additional option to re-submit the program as a full review in the following program review cycle. To be considered as a complete submission, the re-submitted proposal must address all ten criteria for undergraduate professional programs described on pages 1.2.4 through 1.2.7 in this manual.

iii) New Professional Undergraduate Programs Requiring Full Review

All other new undergraduate professional programs for which funding eligibility is requested will be subject to the standard review described in Advisory Memorandum 82-VII, and detailed below.

"Council, in reaching a decision on individual new program funding approvals for Groups A and B, would consider the following:

1. The proposed curriculum for the program.
2. The academic quality of the program.
3. The financial viability of the program.
4. The projected enrolment for the program over at least a five-year period.
5. The extent of proposed cooperation between or among postsecondary institutions in offering the program.
6. The need for the program in terms of both student and societal demand.
7. Whether the program is significantly different from other similar programs in the province.
8. The extent of local, regional support for the program.
9. How appropriate it is for the program to be offered at a particular university.
10. Whether the program should be funded even in a time of economic restraint."

Information Requirements:

The submission, to be complete, must include documentation as to:

1. Proposed Curriculum (calendar copy and departmental brochures, if available)
2. Academic Quality

Date of approval by Senate or equivalent academic body.

3. Financial Viability

The Board of Governors or equivalent body must attest that the university:

- i) has in hand the requisite resources to introduce the program within existing corridors; and,

- ii) is prepared to maintain the program for a reasonable period of time.

(The approval of a program is not grounds for a request for additional funding from the Ministry to initiate or sustain the program.)

4. Projected Enrolment

- Provide the projected enrolment levels for at least the first five years of operation (if the program is in operation, use actual and projected data);
- indicate intended steady-state enrolment level (total enrolment and Year 1 enrolment intake) and the year in which it would be achieved;

5. Extent of Proposed Cooperation between or among Postsecondary Institutions in Offering the Program

- Note any cooperative or joint arrangements with other post-secondary institutions;
- note any sharing of facilities, faculty, resources, etc., with other post-secondary institutions.

6. Societal Need and Student Demand

Societal Need

- Describe the specific societal need(s) to be met by program graduates;
- indicate the parameters of the societal need for graduates (i.e. local, regional, provincial, national);
- note the duration of the societal need (i.e. short, medium, or long-term) and any relevant trends in need;
- provide evidence that graduates of the program are needed specifically in identified fields (public and/or private sector);
- evidence for above would be:
 - letters from a variety of potential employers of graduates who have seen the curriculum and commented upon the need for graduates within their organization and, more broadly, in their field of endeavour;

- professional society and/or association comments about the need for graduates based on a review of the curriculum;
- employment surveys;
- statistics related to the number of Ontario students leaving the province to study in the same field elsewhere in Canada or abroad, if applicable.

Student Demand

- provide evidence of student demand through application statistics, including:
 - number of enquiries
 - applications received
 - number of qualified applicants (visa and domestic students)
- duration of the projected demand (i.e. short, medium or long-term demand from various sources);
- evidence of review and comment by student's council or organization.

Please note: Council routinely sends proposals directly to professional associations and organizations in the private and public sectors for comment on societal need and demand if the institution has failed to do so.

7. Whether the Program is Significantly Different from Other Similar Programs in the Province

- Cite the distinguishing aspects of the program;
- indicate similarities and differences between existing programs;
- if there are significant similarities between the proposed program and existing programs, note the impact on the enrolment levels of existing programs. A case for justifiable duplication will be required.

8. Extent of Local and Regional Support

- Evidence of local and regional support should be provided where possible;

- evidence may constitute letters of support documenting regional need, financial support, donated resources, cooperative relationships with local/regional organizations, evidence of local and regional student demand, etc.

9. Institutional Appropriateness

- Refer to aims document/academic plan if available, and relate the program to it;
- indicate relevant areas of teaching and/or research strengths, as well as appropriate collateral strengths;
- indicate any notable resources available to the program demonstrating appropriateness and strength, including external donations, centres, etc. (Please do not send in C.V.s);
- note if the program was a component of Round 3 corridor plan.

10. Funding Even in a Time of Economic Restraint

- Council considers this criterion independently from a system-wide perspective and in light of the funding climate;
- institutions are free to submit any information they consider relevant.

Procedure:

The program submission is complete only when the above information requirements have been met. Council may advise the institution that additional information is required.

The completed submission is sent to COU by Council on or before August 31, in any given year, to be circulated by COU to other institutions for comment. COU then submits to Council a summary of comments by November 15, in any given year.

The submission and all COU comments received are considered by the Academic Advisory Committee (AAC).

Council staff normally contacts departments with similar programs in other institutions to ascertain current enrolments and capacity in the particular program area.

No decision can be taken by AAC until they have reviewed the comments from COU. The AAC report is presented to Council as a recommendation.

Council will independently consider whether enrolment in the program should be eligible enrolment, even in a time of economic restraint.

Complete submissions received by Council on or before August 1st, in any given year, will normally be included in the comprehensive undergraduate Advisory Memorandum submitted to the Minister early in the spring of the following year for decision and announcement by late spring of the same year.

(See also: 3.0 French Language & Bilingual Programs; and, 4.0 Health Science Programs.)

1.3 NEW UNDERGRADUATE QUASI-PROFESSIONAL AND SPECIAL PROGRAMS

A. Policy

New undergraduate quasi-professional and special programs require government approval for enrolments to be counted as eligible BIUs. See Ministry's Formula Manual.

B. Definition

- See OCUA Program Procedures Manual, Appendix A, page 1.4.2, or Advisory Memorandum 82-VII (9th Annual Report) for a complete list of programs in **Group B**.

- A new undergraduate program is defined as one which in name and/or content differs significantly from any program previously offered, or one which constitutes a new major in an existing program or one which involves a change in BIU weighting. In addition, a program established through the specific new "packaging" of existing courses is also considered a new program.

Policy Referents:

- If a university offers a program in a quasi-professional area at the ordinary level and wishes to offer the same program at the honours level, or vice versa, it must forward the proposal to OCUA for a recommendation and Ministerial approval. Of course, Council's review in this circumstance will undoubtedly, in most instances, be of a cursory nature.

- If a university offers an approved program in one unit (Faculty) of the institution, it may offer the same program in another unit without reporting to Council or seeking further approval.

C. Process

i) New Quasi-Professional and Special Programs Created through the Unification of Existing, Approved Programs, Options or Concentrations

In its annual advisory memorandum containing recommendations to the Minister on new undergraduate program funding eligibility, OCUA will list new quasi-professional and special programs created through the unification of existing, approved programs, options or concentrations occurring in situations where required courses within the programs, options or concentrations remain as they were prior to unification.

Information Requirements:

Institutions should notify OCUA of proposed program modifications of this nature for the coming academic year in the annual report to OCUA on new "core" Arts and Science programs.

ii) **Quasi-Professional and Special Undergraduate Programs
Requiring Only cursory Review**

In its annual advisory memorandum containing recommendations to the Minister on new undergraduate program funding eligibility, OCUA will review, in a cursory fashion, quasi-professional and special programs where:

- a) an approved program is currently offered at the ordinary level, and a new honours or four-year general level program is proposed, or vice versa;
- b) an approved program is currently offered at the major honours degree level and the university wishes to offer the same program at the specialized honours degree level, or vice versa, using a minimum of 75% of existing, approved courses;
- c) new options or concentrations are created to be combined with an existing approved program where the new concentration does not exceed 25% of the program's total content; and,
- d) new programs are created through a change in the name of an approved program, and where 25% or less of the courses in the program are new.

Information Requirements:

With respect to programs submitted for cursory review, institutions will be required to submit a brief statement of one page in length which will include a description of the new program/concentration, the rationale behind its creation, the projected need and demand for it, and the date it was approved by Senate. Institutions are requested to attach a calendar copy of the program modifications.

Procedure:

Submissions will be required to be submitted to Council by August 1st in any given year. Council will review the above information and make a recommendation to the Minister regarding the funding eligibility of each program according to the same procedures outlined for full reviews on pages 1.3.7 through 1.3.8, with one exception:

Before a quasi-professional or special program undergoing cursory review receives a negative recommendation regarding its eligibility for funding, the submitting institution will be offered the opportunity to withdraw the program submitted in that year with the additional option to re-submit the program as a full review in the following program review cycle. To be considered as a complete submission, the re-submitted proposal must address all ten criteria for undergraduate quasi-professional and special programs described on pages 1.3.4 through 1.3.7 of this manual.

iii) **New Quasi-Professional and Special Undergraduate Programs
Requiring Full Review**

All other new undergraduate quasi-professional and special programs for which funding eligibility is requested will be subject to the standard review described in Advisory Memorandum 82-VII, and detailed below.

"Council, in reaching a decision on individual new program funding approvals for Groups A and B, would consider the following:

1. The proposed curriculum for the program.
2. The academic quality of the program.
3. The financial viability of the program.
4. The projected enrolment for the program over at least a five-year period.
5. The extent of proposed cooperation between or among postsecondary institutions in offering the program.
6. The need for the program in terms of both student and societal demand.
7. Whether the program is significantly different from other similar programs in the province.
8. The extent of local, regional support for the program.
9. How appropriate it is for the program to be offered at a particular university.
10. Whether the program should be funded, even in a time of economic restraint."

Information Requirements:

The submission, to be complete, must include documentation as to:

1. **Proposed Curriculum** (calendar copy and departmental brochures, if available)

2. **Academic Quality**

Date of approval by Senate or equivalent academic body.

3. **Financial Viability**

The Board of Governors or equivalent body must attest that the university:

- i) has in hand the requisite resources to introduce the program within the existing corridor; and,

- ii) is prepared to maintain the program for a reasonable period of time.

(The approval of a program is not grounds for a request for additional funding from the Ministry to initiate or sustain the program.)

4. Projected Enrolment

- Provide the projected enrolment levels for the first five years of operation (if the program is in operation, use actual and projected data);
- indicate intended steady-state enrolment level (total enrolment and Year 1 enrolment intake) and the year in which it would be achieved.

5. Extent of Proposed Cooperation between or among Postsecondary Institutions in Offering the Program

- Note any cooperative or joint arrangements with other post-secondary institutions;
- note any sharing of facilities, faculty, resources, etc., with other post-secondary institutions.

6. Societal Need and Student Demand

Societal Need

- Describe the specific societal need(s) to be met by program graduates;
- indicate the parameters of the societal need for graduates (i.e. local, regional, provincial, national);
- note the duration of the societal need (i.e. short, medium, or long-term) and any relevant trends in need;
- provide evidence that graduates of the program are needed specifically in identified fields (public and/or private sector);
- evidence for above would be:
 - letters from a variety of potential employers of graduates who have seen the curriculum and commented upon the need for graduates within their organization and, more broadly, in their field of endeavour;

- professional society and/or association comments about the need for graduates based on a review of the curriculum;
- employment surveys;
- statistics related to the number of Ontario students leaving the province to study in the same field elsewhere in Canada or abroad, if applicable.

Student Demand

- provide evidence of student demand through application statistics, including:
 - number of enquiries
 - applications received
 - number of qualified applicants (visa and domestic students)
- duration of the projected demand (i.e. short, medium or long-term demand from various sources);
- evidence of review and comment by student's council or organization.

Please note: Council routinely sends proposals directly to professional associations and organizations in the private and public sectors for comment on societal need and demand if the institution has failed to do so.

7. Whether the Program is Significantly Different from Other Similar Programs in the Province

- Cite the distinguishing aspects of the program;
- indicate similarities and differences between existing programs;
- if there are significant similarities between the proposed program and existing programs, note the impact on the enrolment levels of existing programs. A case for justifiable duplication will be required.

8. Extent of Local and Regional Support

- Evidence of local and regional support should be provided where possible.

- evidence may constitute letters of support documenting regional need, financial support, donated resources, cooperative relationships with local/regional organizations, evidence of local and regional student demand, etc.

9. Institutional Appropriateness

- Refer to aims document/academic plan if available and relate the program to it;
- indicate relevant areas of teaching and/or research strengths, as well as appropriate collateral strengths;
- indicate any notable resources available to the program demonstrating appropriateness and strength, including external donations, centres, etc. (Please do not send in C.V.s);
- note if the program was a component of Round 3 corridor plan.

10. Funding Even in a Time of Economic Restraint

- Council considers this criterion independently from a system-wide perspective and in light of the funding climate;
- institutions are free to submit any information they consider relevant.

Procedure:

The program submission is complete only when the above information requirements have been met. Council may advise the institution that additional information is required.

The completed submission is then sent by Council to COU on or before August 31, in any given year, to be circulated by COU to other institutions for comment. COU then submits to Council by November 15, in any given year, a summary of comments.

The submission and all COU comments received are considered by the Academic Advisory Committee.

Council staff normally contacts departments with similar programs in other institutions to ascertain current enrolments and capacity in the particular program area.

No decision can be taken by the Academic Advisory Committee until they have reviewed comments from COU.

Council will independently consider whether enrolment in the program should be eligible enrolment, even in a time of economic restraint.

Complete submissions received by Council on or before August 1st, in any given year, will normally be included in the comprehensive undergraduate Advisory Memorandum submitted to the Minister early in the spring of the following year for decision and announcement by late spring of the same year.

(See also: 3.0 French Language & Bilingual Programs; 4.0 Health Science Programs; and, 7.0 Education Programs.)

APPENDIX A

GROUP A

Agriculture
Architecture
Dental Surgery
Dentistry
Engineering

- Aeronautical
- Agricultural
- Ceramic
- Civil
- Computer
- Electrical
- Fuels and Materials
- Geological
- Industrial
- Management
- Manufacturing
- Mechanical
- Metallurgical
- Mining
- Nuclear
- Physics

Forestry
Forest Technology
Horticulture
Journalism
Landscape Architecture
Law
Library Science
Materials Science
Medicine
Metallurgy
Nursing
Nursing Education
Occupational Therapy,
 Physiotherapy and Physical Therapy
Optometry
Pharmacy
Survey Science
Veterinary Medicine

GROUP B

Accounting, Accountancy
 Actuarial Science
 Agricultural Business
 Art Education, Conservation,
 Art Therapy
 Clothing, Textiles,
 Design and Fashion
 Commerce
 Community, Urban and
 Regional Planning
 Criminology
 Communications
 Dance
 Dietetics
 Drama
 Education
 - Primary - Junior
 - Junior - Intermediate
 - Intermediate - Senior
 - Technological Studies
 - French as a First Language
 (FFL)
 Environmental Studies
 Family Studies, Family Science
 Film, Cinema
 Finance
 Fine Art, Studio Art, Painting
 Gerontology
 Health Studies
 Home Economics, Food Studies
 Industrial, Labour Relations
 Kinesiology
 Labour Studies
 Language and Literature Studies
 - African
 - Asian
 - Caribbean
 - Celtic
 - Chinese
 - Eskimo
 - German
 - Greek
 - Hindi
 - Indian
 - Islamic
 - Italian

Language and Literature Studies
 (continued)
 - Japanese
 - Korea
 - Latin-American
 - Middle East
 - Native
 - Near East
 - Russian
 - Sanskrit
 - Slavic
 - Soviet
 - Spanish
 Law Enforcement
 Legal Studies
 Linguistics
 Management, Management Science,
 Business Management
 Marketing
 Mathematics - Accounting,
 Business Administration Options
 Mathematics - Teaching Option
 Medical Illustration
 Municipal Administration
 Music
 Native Studies
 Nutrition
 Personnel and Administrative Studies
 Pharmacology
 Physical Education
 Planning
 Public Administration
 Public Service Studies
 Recreation
 Resource Management
 Social Welfare
 Social Work
 Systems Design
 Theatre Arts
 Translation, Interpretation
 Urban Studies, Urbanism
 War Studies

1.5 NEW UNDERGRADUATE CERTIFICATE AND DIPLOMA PROGRAMS

A. Policy

Undergraduate Certificate and Diploma programs do not require government approval for enrolments to be counted as eligible BIUs (see Ministry's Formula Manual) if the program meets the eligibility requirements listed below under **Definition**. If the program does not meet these conditions, enrolments cannot be counted as eligible BIUs.

See Advisory Memorandum 85-I (12th Annual Report) for policy and procedure.

B. Aim and Rationale

To ensure that government support is provided only to university-level programs.

C. Definition

For enrolments in Undergraduate Certificate and Diploma programs to be counted as eligible BIUs, each course must be:

- a) eligible for credit toward a degree as approved by a Senate or Governing Council;

and in addition, courses must be contained within a Certificate or Diploma program which has:

- b) minimum admission requirements that are the same as those for degree students; and,
- c) similar methods of academic assessment for degree, diploma and certificate students.

D. Process

Institutions are asked to report annually on the establishment of any new Undergraduate Certificate and Diploma programs in the letter requesting the report on changes in Core Arts and Science programs (see Section 1.1). The report is compiled and sent to the Minister as part of the report on changes to undergraduate Core Arts and Science programs.

2.0 NEW GRADUATE PROGRAMS

2.1 NEW GRADUATE DEGREE PROGRAMS

A. Policy

New graduate degree programs require government approval for enrolments to be counted as eligible BIUs. See Ministry's Formula Manual, and Advisory Memorandum 83-VIII (10th Annual Report), and Advisory Memorandum 89-V (16th Annual Report).

THAT, new graduate programs be considered for funding approval on the advice of Council, with such advice based on the following criteria:

1. That the program has passed a rigorous academic appraisal as certified by the Council of Ontario Universities, and at the time of appraisal was not found to require improvements.
2. That there is convincing evidence of societal need and student demand for the program in Ontario and/or Canada.
3. That the program is consistent with the aims, objectives and existing strengths of the institution offering the program and that the program is included in the institution's five-year plan.
4. That the program is deemed by Council to be an appropriate development within the Ontario University system.

B. Timing Requirements

Complete submissions received by Council on/or before August 1st, in any given year, will normally be included in the comprehensive graduate Advisory Memorandum submitted to the Minister early in the Spring of the following year for decision and announcement by late Spring of the same year.

C. Information Requirements

The submission, to be complete, must include documentation as to:

1. A description of the program, including:

- calendar entry;
- departmental brochures;
- brief statement of purpose;
- brief identification of primary and secondary objectives of the program.

2. Quality

- Program must have passed OCGS appraisal (indicate the date) without requiring improvements;
- note whether or not the program passed with conditions or improvements required;
- if conditions pertain to the approval of the program and/or a report was requested by OCGS at a later date, Council requests a copy of the letter to the Dean detailing the specific recommendations pertaining to the appraisal (see letter dated October 4, 1988, from Dr. Maurice Yeates, Executive Vice-Chairman, OCGS, to Dr. Paul Fox, Chairman, OCUA).

3. Societal Need

- Describe the specific societal need(s) to be met by program graduates;
- indicate the parameters of the societal need for graduates (i.e. local, regional, provincial, national);
- note the duration of the societal need (i.e. short, medium, or long-term);
- identify trends in societal need for graduates;
- provide evidence that graduates of the program are needed, specifically in identified fields (academic, public and/or private sector);

- evidence for the above would be:
 - letters from a variety of potential employers of graduates who have seen the curriculum and commented upon the need for graduates within their organization and, more broadly, in their field of endeavour;
 - professional society and/or association comments about the need for graduates based on a review of the curriculum;
 - employment surveys, survey of the number of positions advertised in, for example, the CAUT Bulletin;
 - statistics related to the number of Ontario students leaving the province to study in the same field elsewhere in Canada or abroad;
- if there are other programs offered in the system which are the same or are similar, cite the distinguishing aspects of the new program or provide evidence of justifiable duplication based on societal need and/or student demand;
- in cases of substantial duplication of existing programs, institutions may wish to consult with the institutions already offering similar programs in order to consider the impact of the proposed new program on the enrolment levels of the existing programs, and identify program similarities and differences in order to substantiate the need for the new program.

Please note: Council routinely sends proposals directly to professional associations and organizations in the private and public sectors for comment on societal need, if this information is not already contained in the University's submission.

4. Student Demand

- Provide the projected enrolment levels for the first five years of operation (if the program is in operation, use actual and projected data);
- indicate intended steady-state enrolment level and the year in which it would be achieved;
- provide evidence of student demand through application statistics, including:
 - number of enquiries;
 - applications received;

- number of qualified applicants;
- use of macro-indicator data.
- indicate where the student demand will originate (i.e. undergraduate from an internal program; from specific undergraduate programs elsewhere; visa or domestic students; etc.);
- duration of the projected demand (i.e. short, medium or long-term demand from specified sources);
- evidence of review and comment by student's council or organization.

5. Institutional Appropriateness

- Refer to aims document/academic plan and relate the program to it;
- explain how the program fits into the broader array of program offerings, noting areas of strength, collateral areas of study, etc.;
- indicate any notable resources available to the program demonstrating appropriateness (please do not send in C.V.s);
- external financial support demonstrating strength:
 - chairs, institutes, centres;
 - unique library collections or resources;
 - facilities: computer/lab donations, acquisitions;
 - other external donations, grants.
- indicate whether or not the program is included in the five-year graduate plan submitted to OCUA;
- note if the program relates to the institution's Round 3 corridor plan.

6. The fourth criterion: "... an appropriate development within the Ontario University system."

- Council will look for conflict between the proposed program and current policies/funding allocations pertaining to the Ontario University system, i.e.:
 - corridors;
 - program adjustments;

- faculty renewal funds;
 - capital expenditures;
 - centres of excellence, etc.
- institutions may submit to Council any information they consider to be relevant.

D. Procedure

The program submission is complete only when above information requirements have been met. Council may advise the institution that additional information is required.

The submission is then considered by the Academic Advisory Committee. AAC's chairman forwards a recommendation to the Program Committee. The Program Committee presents the Academic Advisory Committee's advice to Council.

Council independently considers whether the program is an "appropriate" development within the Ontario University system in light of broader programmatic and funding policies. (See the Fourth Criterion, OCUA Advisory Memorandum 89-V, Recommendation 89-37.)

Council forwards to the Minister a recommendation to which the Academic Advisory Committee's advice is appended.

(See also: 3.0 French Language & Bilingual Programs; and, 4.0 Health Science Programs.)

E. Graduate programs which are not approved for funding eligibility

- There is no appeal process to the Minister's decision. However, programs may be reconsidered de novo if there is significant new information about the program to be considered;
- if a program which has been recommended as ineligible for funding is resubmitted, the Academic Advisory Committee will be forwarded the request and asked for a decision regarding the program's eligibility for complete reconsideration;
- should the Committee find that the proposal does not merit a de novo reconsideration, they are under no obligation by Council to formally reconsider the proposal.

2.2 NEW GRADUATE DIPLOMA PROGRAMS

A. Policy

New Graduate Diploma programs require government approval for enrolments to be counted as eligible BIUs. See Ministry's Formula Manual.

B. Definition

- Category 1 Those graduate diploma programs, which are offered in conjunction with a master's program in the same academic discipline, will be considered as coming under the relevant master's program and will not be appraised separately but will be considered to be included in the master's program appraisal.
- Category 2 Those graduate diploma programs, which are not offered in conjunction with a master's program in the same academic discipline, will be considered stand-alone programs for the process of appraisal and will be appraised individually.

C. Process

The process for consideration is identical to that for new graduate degree programs.

2.3 NEW GRADUATE THEOLOGY PROGRAMS

A. Policy

All Graduate Theology programs have a weight of 0.5 per term and require no government approval for enrolments to be counted as eligible BIUs. (See Ministry's Formula Manual.)

New Graduate Theology programs requesting a weight greater than 0.5 per term require government approval for enrolments to be counted as eligible BIUs.

See Advisory Memorandum 85-X (12th Annual Report), pages 140 and 141, Pastoral Studies (MA), University of Ottawa.

B. Definition

New graduate programs in theology offered in Ontario universities, requesting consideration of a weight greater than 0.5 per term, are treated in all respects - including enrolment eligibility - in the same way as other graduate programs, subject to two conditions:

1. That the program is offered by the university under the jurisdiction of its graduate school and thereby is subject to all of the rules and regulations that this implies; and,
2. that the program has been successfully appraised by OCGS.

C. Process

The process for consideration is identical to that for new graduate degree programs.

2.4 FIVE-YEAR GRADUATE PLANS

A. Policy

See Advisory Memorandum 84-VII (15th Annual Report) and 83-VIII (10th Annual Report).

B. Aim and Rationale

To give institutions an early indication of Council's view of acceptability of intentions submitted (not to pre-empt the approvals process).

C. Process

A letter is sent to institutions each Spring asking for updates to Five-Year Graduate Plans.

Information Requirements:

Programs to be submitted must have reached the point of being approved by a university-wide body concerned with graduate programming (i.e. Senate or a senior-level decision-making committee).

The submission should include existing programs for which major changes are planned in either program or enrolment emphasis, or which may be discontinued.

Procedure:

The letter of reply will indicate Council's response to the information submitted by the institution.

3.0 NEW FRENCH - LANGUAGE

3.1 NEW FRENCH-LANGUAGE PROGRAMS

A. Program of Grants for the Start-up and Development of New Programs and Courses

Grants are provided for the start-up and development of new programs and courses in the French language.

Since 1988-89, a maintenance component has been added to assist bilingual universities in supporting new French-language programs started since the most recent review of the bilingualism grants.

B. Aim and Rationale

The Ontario Government recognizes that the offering of university programs in two languages generates costs which cannot be covered by the general distributive formula for operating funds. Special grants are therefore made available to bilingual universities in addition to the formula operating grants:

- the Bilingualism Grants cover the incremental costs of on-going bilingual programs as determined through periodic study.

The Ontario Government also recognizes that the range of programs and courses available in the French language is narrow and in order to facilitate the expansion of French-language offerings, special grants are made available to bilingual and French-language university-level institutions:

- the grants for Start-Up and Development of new programs and courses in the French language recognize the additional costs of developing and implementing new courses and programs, costs not covered by the bilingualism grants.

Since 1988-89, the Ministry of Colleges and Universities has allocated, on a yearly basis, amounts to assist bilingual universities in maintaining French-language programs and courses started since the most recent review of the bilingualism grants.

Program Description:

The purpose of this program is to provide grants to recognized bilingual and French-language university-level institutions in Ontario, to support the development and start-up of new programs and courses offered in the French language.

Such institutions may submit a request to ACFA for support of the development costs of a new program. If ACFA recommends support, the Minister may award a time-limited

grant to assist the university in preparing its presentation for OCGS' and/or OCUA's review or for developing the program material. Following this, normal approval processes apply.

Financial Arrangements and Reporting Requirements:

Grants are paid to the university at the end of the fiscal year in which they were awarded (March 31).

An activity report satisfactory to the Ministry and interim financial statements are required before payment is made by MCU. Interim financial statements should include actual expenditures to the end of the calendar year (December 31) and projected expenditures to the end of the academic year (August 31). These reports will also be used in determining the merit of continued support for multi-year projects. At the end of the academic year (August 31), institutions must submit final reports with financial statements indicating actual expenditures to that date. All financial statements must be signed by the chief financial officer of the institution.

Grants are awarded on the basis of individual project submissions from universities indicating the need for the program or course, projected enrolment, the place it occupies in the overall academic plan of the institution and the priority level of the project in the development of French-language services as indicated in the Multi-Year Framework for the Expansion of French-Language Teaching at the University Level. Grants are approved on a yearly basis and paid as reimbursements of actual expenditures.

Financial arrangements and reporting requirements for the maintenance component of this fund are similar to those required for start-up and development.

C. Process

Submission and Award Procedure:

Universities submit proposals to the Advisory Committee for Francophone Affairs (ACFA) on the appropriate forms. For programs and courses scheduled to be offered in September, universities should submit their proposals to ACFA the previous winter. Similarly, for program development, proposals must be submitted during the winter preceding the academic year during which the programs will be developed.

The procedure for the review of proposals is as following:

ACFA is responsible for the review process. It may appoint a selection panel to review the proposals. Recommendations of ACFA will be forwarded to the Ontario Council on University Affairs and the Minister of Colleges and Universities. OCUA forwards its comments on the recommendations to the Minister. The Minister reviews the recommendations and awards the grants.

The procedure for seeking and approving grants for start-up and development of French-language programs and courses does not alter in any way the program approval process of professional, quasi-professional, special and graduate programs.

University Relations Branch
Ministry of Colleges and Universities
March 3, 1992

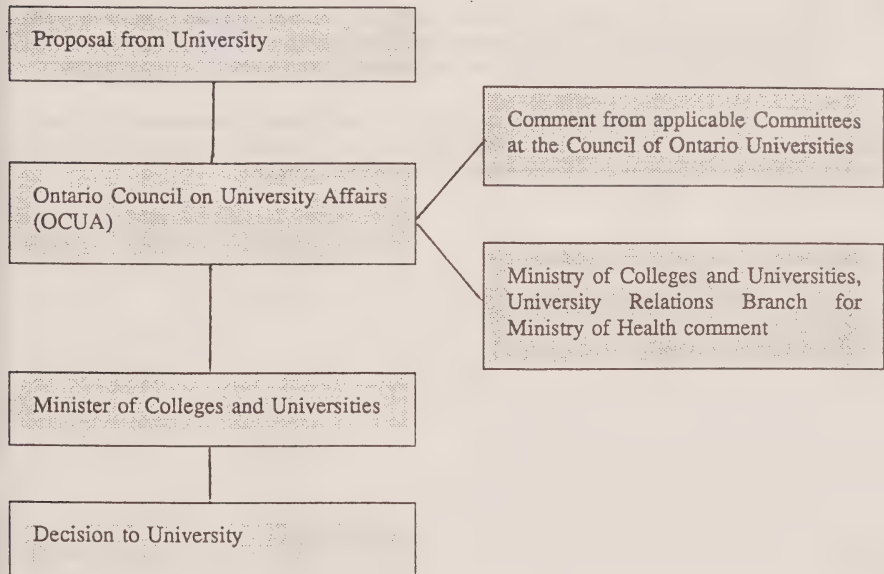
4.0 NEW HEALTH SCIENCE PROGRAMS

4.1 NEW HEALTH SCIENCE PROGRAMS

A. Ministry of Colleges and Universities Policy Statement

Undergraduate and Graduate Health Sciences Program Review and Funding Approval Mechanism for Universities.

B. Process



The Ministry of Health review will include comments on the relationship of the proposed program to health service developments, health human resources supply and demand, and health legislation.

The review will be based on the following objectives:

1. Health science education programs should be designed to train specific, agreed upon, levels and types of health workers.

-
2. The output of health science education programs should bear a close relation to projected human resource needs in the health care sector, including the need for bilingual personnel.
 3. Curriculum should relate closely to the scope of practice defined in health legislation, if applicable.
 4. The general philosophy of the projected future health care system, as described by the Ministry of Health, should be reflected in the health science education program.
 5. The clinical practice portion of a health sciences education program should not unduly "steer" health care service in a particular institution, service, or geographic area, or create additional funding requirements of the Ministry of Health without prior agreement.

In the case of French language and bilingual programs, start-up and development funds may be available for the French component of the program on application to and upon positive recommendation of the Advisory Committee on Francophone Affairs.

5.0 NEW RYERSON PROGRAMS

5.1 NEW RYERSON PROGRAMS

A. Policy

The Ryerson Program Review Process is designed to provide a means of determining whether it is appropriate to establish a proposed new program at Ryerson Polytechnical Institute. See Advisory Memorandum 84-V (11th Annual Report).

B. Aim and Rationale

Ryerson's programs should relate directly to the market place. Indeed, Ryerson's programs should fill either a current or anticipated market need or they should not exist. See Advisory Memorandum 80-IV (7th Annual Report).

C. Process

See Advisory Memorandum 84-V (11th Annual Report, mechanism outlined on pages 159 to 161).

Information Requirements:

1. Societal Demand
 - Report of the Program Review Committee which should include:
 - current and anticipated market need;
 - level of employment opportunities;
 - letters from potential employers;
 - a list of all institutions, organizations, agencies and corporations whose opinions on need were sought by the Committee;
 - the formal response from those groups;
 - whether the program should lead to a diploma, degree or be a combined degree/diploma offering;
 - whether similar programs are already available at other postsecondary institutions in the province;
 - whether the proposed program is compatible with the role of Ryerson.

2. Student Demand

- Include statistics on enquiries (where available), possible applicants, projected enrolment over at least a five-year period, source of expected enrolment, trends in demand, etc.

3. Academic Quality

- Report of the Academic Council which should include:
 - the objectives of the program;
 - the proposed curriculum;
 - methods of instruction;
 - admission and promotion criteria;
 - required faculty, facilities, equipment and institutional resources;
 - a recommendation that the program be established.

4. Financial Viability

- Report of the Board of Governors as to financial viability.

Procedure:

The program submission is complete only when the above requirements have been met. Council may advise Ryerson that additional information is required.

The submission is considered by the Program Committee of Council. The Academic Advisory Committee of Council may be consulted.

Complete submissions received by Council on or before January 31st, in any given year, will normally be submitted to the Minister early in the Summer of the same year for decision and announcement by Fall of the same year.

5.2 NEW RYERSON CERTIFICATE PROGRAMS

A. Policy

See Advisory Memorandum 85-I (12th Annual Report).

B. Process

See Advisory Memorandum 85-I (12th Annual Report, mechanism outlined on pages 19 and 20).

6.0 EXISTING PROGRAMS

6.1 EXISTING GRADUATE PROGRAMS

A. Policy

See Advisory Memorandum 83-VIII (10th Annual Report) pages 73 and 74.

B. Process

If COU/OCGS is unable to certify that the existing graduate program is of acceptable academic quality, Council will recommend to the Minister that enrolments be declared and counted as ineligible.

This situation will occur if:

- 1) the program fails to pass appraisal; and,
- 2) the program is withdrawn from appraisal.

6.2 EXISTING RYERSON PROGRAMS

A. Policy

The Ryerson Program Review Process is designed to provide a means of determining whether it is appropriate to continue offering a program at Ryerson Polytechnical Institute.

B. Aim and Rationale

Ryerson's programs should continue to relate directly to the market place; indeed, Ryerson's program should fill either a current or anticipated market need or they should not exist.

See Advisory Memorandum 80-IV (7th Annual Report).

C. Process

See Advisory Memorandum 84-V (11th Annual Report, mechanism outlined on pages 159 to 161).

Existing degree and diploma programs will be subject to the Ryerson Program Review Process at intervals of not more than seven years.

Information Requirements:

The submission, to be complete, must include documentation as to:

1. Societal Demand

- Report of the Program Review Committee which should include:
 - current and anticipated market need;
 - level of employment opportunities;
 - letters or comments from employers;
 - a list of all institutions, organizations, agencies and corporations whose opinions on need were sought by the Committee;
 - the formal response from those groups;
 - whether the program should lead to a diploma, degree or be a combined degree/diploma offering;
 - and whether the proposed program is still compatible with the role of Ryerson.

2. Student Demand

- Include statistics on enquiries (where available), possible applicants, projected enrolment over at least a five-year period, source of expected enrolment, trends in demand, etc.

3. Academic Quality

- Report of the Academic Council which should include:
 - the objectives of the program;
 - the proposed curriculum;
 - methods of instruction;
 - admission and promotion criteria;
 - required faculty, facilities, equipment and institutional resources;
 - a recommendation as to continuation or termination.

4. Financial Viability

- Report of the Board of Governors as to financial viability.

A decision that an existing program should be continued or terminated will be communicated by Ryerson to OCUA. Council will review the Ryerson submission and forward a recommendation to the Minister of Colleges and Universities.

6.3 EXISTING RYERSON CERTIFICATE PROGRAMS

A. Policy

See Advisory Memorandum 85-I (12th Annual Report), pages 19 and 20.

7.0 NEW EDUCATION PROGRAMS

7.1 NEW EDUCATION PROGRAMS

A. Policy

New undergraduate programs in Education must also be reviewed and approved by the Ministry of Education.

B. Aim and Rationale

Additional information is required of education programs submitted for funding eligibility in order that the submission also meets the information requirements of the Ministry of Education, which conducts a simultaneous review of new education programs for their own purposes.

By incorporating this additional information into the OCUA submission, the university may submit the same submission to the Ministry of Education.

C. Additional Information Requirements

Proposals for education programs will be required to include all relevant information points under the guidelines informing new undergraduate quasi-professional and special programs (see Section 1.3 of the Program Procedures Manual), plus information regarding how the new program will be staffed in terms of the number of existing, seconded and new faculty to be utilized.

D. Process

Universities submit the same proposals to OCUA and the Ministry of Education (Centre for Teacher Education) by the August 1st deadline in any given year.

If additional information is required in order to complete the program submission, Council and the Ministry of Education will attempt to co-ordinate these requests in order to minimize duplication of effort on the part of the institutions.

Council will be in receipt of the Ministry of Education's comments prior to making a recommendation for funding eligibility.

All other procedures, as stated for the review of quasi-professional and special programs, continue to pertain (see pages 1.3.4 and 1.3.9).

E. Undergraduate programs which are not approved for funding eligibility

- There is no appeal process to the Minister's decision. However, programs may be reconsidered de novo if there is significant new information about the program to be considered;
- if a program which has been recommended as ineligible for funding is resubmitted, the Academic Advisory Committee will be forwarded the request and asked for a decision regarding the program's eligibility for complete reconsideration;
- should the Committee find that the proposal does not merit a de novo reconsideration, they are under no obligation by Council to formally reconsider the proposal.

92-VI University Transition Assistance, 1992-93

By letter of April 13, 1992, the Minister of Colleges and Universities requested that Council initiate a University Transition Assistance competition in which \$22 million, in additional funding, would be allocated to the university sector.¹

In this Memorandum, Council responds to the Minister's request for advice on the allocation of Transition Assistance funds. Section 1 presents a review of the events giving rise to Transition Assistance, and the Minister's directives related to the adjudication of the competition. Section 2 provides an overview of the allocative and consultative processes involved. Section 3 describes the evaluative process which was applied during the adjudication of the competition. Section 4 contains Council's recommended allocation of Transition Assistance, followed by observations arising from the process pertaining to long-term restructuring of the university system in Section 5. Concluding remarks are provided in Section 6.

1.0 Background

Following the January 21, 1992 announcement that transfer payments to universities would be held to 1% for the year 1992-93, extensive consultation between government and unions, students, staff associations, faculty associations, Boards of Governors and university administrators was undertaken to develop a strategy for managing in a period of severe fiscal constraint, which is expected to persist beyond the current year. A university working group was established consisting of members of Council's Funding Committee, as well as representatives of the Advisory Committee on Francophone Affairs (ACFA), the Confederation of Ontario University Staff Associations (COUSA), the Ontario Confederation of Faculty Associations (OCUFA), the Ontario Federation of Students (OFS), University Presidents and an Assistant Deputy Minister of the Ministry of Colleges and Universities, to assist the Minister in identifying pressures and areas of particular need and associated categories of expenditures which

... taken together would allow universities to economize on costs, move resources around within, and address pressing sectoral and inter-sectoral needs that would not otherwise be met in a 1% world.²

After extensive discussion and consultation with the Ministry of Colleges and Universities, the University Working Group on Transition Assistance recommended a competitive approach to the allocation of funds rather than a pro rata allocation. Specifically, the Working Group noted that

... it accepts as axiomatic that no projects should be funded unless they meet well-defined criteria and are supported by the necessary argumentation. It is equally axiomatic that not all projects which meet the criteria and are properly documented can be funded. Distribution must therefore be based on competitive principles and outcomes will not approximate pro rata shares.³

-
1. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, April 13, 1992.
 2. University Working Group on Transition Assistance, University Transition Assistance, 1992-93, February 1992, p. 1. The Working Group Report was submitted to the Minister on February 21, 1992.
 3. Ibid., p. 36.

By letter of April 13, 1992, the Minister responded to the recommendations of the University Working Group on Transition Assistance, indicating that a total of \$22 million had been made available for allocation in 1992-93 through this fund. Ministry officials indicated that a pro rata distribution would be inappropriate.

The following priority areas were identified as eligible for Transition Assistance: Academic Restructuring; Human Resource Adjustments; and Improved Administrative Efficiencies and Energy Conservation/Cogeneration Projects. Three distinct funds were established and, as indicated below, within these three funds, five individual "sub-competitions" were identified for which specific objectives and criteria applied.

INITIATIVE	1992-93 (\$ millions)
Academic Restructuring	\$ 6.0
Human Resource Adjustments	\$ 8.0
• Early Retirement & Voluntary Exit Incentives	
• Faculty and Staff Training and Development	
Improved Administrative Efficiencies and Energy Conservation/Cogeneration Projects	\$ 8.0
• Administrative Efficiencies	
• Energy Efficiencies	
TOTAL	<u>\$ 22.0</u>

Also, contained in the Minister's reference, were directives for Council with respect to the adjudication of the competition. Specifically, Council was instructed to consider

not only the merits of each proposal in isolation, but also the extent to which the various projects recommended for funding will complement each other, and facilitate the reshaping of the postsecondary sector in Ontario over the longer term.

Furthermore, the Minister indicated that proposals⁴

with a potential system-wide impact or application, or jointly submitted by two or more institutions, will be given priority over those impacting solely on one institution. Of particular interest are projects involving both universities and colleges.

The Minister also declared that:

4. For the purposes of this document, the term proposals will be used to refer to submissions which correspond to one of the five categories listed above for which individual criteria for adjudication have been established by the Minister. A project is composed of a number of separate but related proposals, which are intrinsically inter-related or linked. Only proposals are qualified for funding within the terms established by the Minister.

It is expected that all proposals will result from a collaborative process, with input sought from various stakeholder groups. A description of the consultation process, and an indication of the extent to which consensus was obtained, is to accompany each project submission.

It was with consideration of these Ministerial directives regarding criteria for evaluation, the priority placed upon linkages between proposals at the post-secondary level, and for a collaborative and consultative process underlying proposal development that Council undertook the adjudication of proposals submitted for Transition Assistance.

2.0 Competition Overview

On April 23, 1992, Council provided the university system with a document entitled Guidelines for Submissions which specified the Minister's objectives and criteria for adjudication; eligible activities and expenditures; and the funds available for each category/sub-category of the Transition Assistance competition.

Eligible institutions were defined as all institutions of the Ontario university system directly receiving formula operating support, plus the Council of Ontario Universities. The Council of Ontario Universities was expected to submit system-level proposals on behalf of its member institutions that involved a significant number or all institutions and had system-level impacts.

In view of the limited funds available for distribution in this competition, institutions were not encouraged to submit numerous proposals. The number of institutionally-specific proposals per institution was limited to seven. However, in light of the Minister's priority upon proposals, submitted jointly by a sub-set of eligible institutions within the Ontario university system or involving the colleges of applied arts and technology, and upon system-level proposals, Council placed no limit upon the number of submissions involving two or more post-secondary institutions, and where the involvement of the other institutions was specific and agreed to in writing in advance.

In addition, a strict schedule was imposed upon the institutions regarding the deadline for submissions, in order that Council could meet its own deadline of early July for delivery of its advice to the Minister. Institutions were required to have their submissions to Council on or before June 1, 1992. This deadline provided institutions with just over five weeks to prepare proposals, undertake consultation and arrange joint and system-level endeavours.

Despite these constraints, Council received 152 proposals from a total of 20 of the 23 institutions and organizations eligible to participate,⁵ with requests for support totalling \$74,622,712.

Given the time available, Council was favourably impressed by the many worthy proposals received. It was to be expected that in light of the compressed time-frame for proposal development, additional documentation and detail would have been useful for some proposals. However, overall, Council notes the significant institutional time and effort expended on the development of system-level, institutionally-specific and joint proposals involving universities and colleges, and the degree to which consultation and collaboration

5. Proposals were received from COU, the universities, Algoma College and Nipissing College of Laurentian University, Ryerson, and OISE.

were employed in the development of these proposals⁶. In fact, Council observed a number of institutions which obtained sign-off from the stakeholder organizations represented on campus. Some institutions held numerous "open" meetings inviting all interested individuals and groups to participate in the development of proposals. Other institutions delegated significant responsibility for proposal development to constituent groups. Very little dissatisfaction with the processes adopted for consultation and collaboration was expressed to Council.

3.0 The Adjudicative Process

During the first week of June 1992, the Ad Hoc Committee, established to perform the adjudication of the competition, received copies of each of the 152 proposals. Proposals involving linkages with the college sector were also provided for co-ordination purposes to the Grants Administration Branch of the Ministry, which had administrative responsibility for Transition Assistance proposals originating from the college sector.

Proposals were evaluated by Committee members, on the basis of the nine criteria for evaluation, detailed in Table 1 of the OCUA Guidelines for Submissions. Each of the 152 proposals was evaluated by the Committee according to the degree of:

- consistency with eligible activities;
- consistency with category-specific Ministerial criteria for adjudication and identified priorities;
- change or transition to be effected;
- financial savings to be incurred;
- co-ordination/jointness with other post-secondary institutions;
- sensitivity exercised in the treatment of human resource dislocations;
- collaboration involved in the development of the proposal; and
- the adequacy of the documentation provided and institutional priority ranking.

Once members of the Committee had completed their individual evaluations, they met as a Committee to review the proposals deemed eligible for funding according to the evaluation in round one and to ensure consistency of requests with eligible expenditures. Also, at this stage, joint proposals and linked proposals were examined to ensure the holistic consideration of proposals recommended for funding which were interrelated aspects of a project.

Where appropriate, during the second stage of evaluation, Council engaged in consultation with technical/policy experts within Government regarding the feasibility of proposals and financial projections related to some of the more technical components of the competition.⁷

Discussions were also held with representatives of the Grants Administration Branch, of the Ministry of Colleges and Universities, regarding co-ordination of support for university

6. Although consensus/sign-off was not a Ministerial requirement (See letter of May 20, 1992, from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. Geraldine Kenney-Wallace, President, McMaster University) Council noted a number of institutions where consensus resulted from the consultative process pursued.

7. For example, the Committee consulted with representatives of the Ministry of Energy regarding the feasibility and financial implications of proposals relating to Energy Conservation and Cogeneration proposals.

proposals linked with community colleges. A meeting between the Chair of the OCUA Ad Hoc Committee on Transition Assistance and the Co-Chairs of the College Funding Review Committee was held on June 29, 1992, to finalize the recommended levels of Transition Assistance for linked college-university proposals (see Appendix A).

The advice was forwarded to Council for its consideration on July 10, 1992.

4.0 The Allocation of Transition Assistance

4.1 Transition Assistance Competition

Table 1 contains the individual proposals recommended by Council for support and the associated funding levels. Table 2 lists the amount of Transition Assistance allocated per institution. Table 3 summarizes the system-level proposals, joint inter-university proposals and CAAT-university linkages recommended for Transition Assistance. Appendix B contains a copy of the institutional descriptions of proposals recommended for support. Regarding the allocation of funds, Council found it appropriate, in some funding categories, to use an average allocation as a basis for funding similar activities in order to ensure equitable treatment of like endeavours. Due to the limited funds in each category, as well as owing to the sheer size of many of the proposals and the variation in costs noted among institutions proposing similar activities, in the majority of cases, where funding was recommended, Council recommended only partial support for numerous proposals, up to a maximum of 70% of the total costs after ineligible costs had been deducted.

For example, in Category 1 -- Academic Restructuring -- Transition Assistance for faculty, staff and technical support was allocated according to the average costs across the system, and in such a way as to ensure an institutional contribution of a minimum of 30% of the total eligible costs.

Similarly, regarding the recommended allocations for Categories 2 and 3 - Early Retirement and Voluntary Exit Incentives, and Faculty and Staff Training and Development - Council noted that the number of employees involved, and the levels of support associated with proposals for Faculty and Staff Retirements, Voluntary Exits and Professional Development and Training, varied significantly despite a similarity among the activities to be supported. It was decided that the level of support provided for Faculty Retirement and Voluntary Exit schemes, on a per person basis, would be the lesser of \$32,500 or the level of support requested. Similarly, for Staff Retirement and Voluntary Exit the lesser of \$22,500, or the level of support requested, was provided for proposals recommended.

Many proposals in Category 4 -- Improved Administrative Efficiencies -- were significantly scaled down, owing to a reluctance on the part of Council to support software development which it considered to be expensive, time and resource intensive, and unlikely to provide transition within the time-frame imposed upon the program.

The proposals outlined in Category 5 -- Energy Efficiencies -- were of such magnitude that just one proposal could have used all the funds available in this category of support. In the interest of promoting a number of transitional proposals in this category, Council significantly scaled down the proposals recommended for support in this category to activities which could be brought to completion within the time frame for accountability purposes and that would result in efficiencies in the near future, but upon which more long-term transitions could be built. In addition, institutions will be expected to make a significant contribution to these proposals.

Given the great number of innovative and meritorious proposals, Council found that its general approach enabled it to provide more universities with some assistance rather than restrict funding to a few proposals at a few institutions. Although the magnitude of most proposals was scaled down, Council believes that it achieved the most significant transition possible within the system with the \$22 million provided for 1992-93. Council wishes to underline the importance of a continuation of the consultative process that occurred during

Table 1

ALLOCATION OF TRANSITION ASSISTANCE FUNDS

INSTITUTION	PROPOSAL NAME	FUNDS RECOMMENDED (\$)
Category 1: Academic Restructuring		
Council of Ontario Universities	ONet Enhancement Project	389,000
Carleton University	Educational Delivery through Instructional Television and Computer-based Technology	600,000
University of Guelph	Inter-University Electronically Linked Classrooms	131,000
Lakehead University	Distance Education Linkage to Northwestern Ontario	95,000
Laurentian University	The Creation of a Franco-Ontarian Distance Education Network	104,000
Laurentian University	Articulation of CAAT/University Nursing Education with Western, Fanshawe and Cambrian	100,000
McMaster University	Advanced Instructional Technology Implementation	513,000
McMaster University	Inter-University Electronically Linked Classrooms	403,000
University of Ottawa	First Language Learning Centre	380,000
University of Ottawa	Creation of a Franco-Ontarian Distance Education Network	257,000
Queen's University	Re-shaping Post-Secondary Nursing Education	60,000
University of Toronto	Curriculum Renewal Plan: Faculty of Arts and Science	662,000
Trent University	Joint Programming with Sir Sandford Fleming College	63,000
University of Waterloo	Inter-University Electronically Linked Classrooms	131,000
The University of Western Ontario	Computer Integrated Technology Curricula	590,000
The University of Western Ontario	Articulation of CAAT/University Nursing Education with Laurentian, Fanshawe and Cambrian	100,000
University of Windsor	Expository Writing Centre	100,000
York University	Multi-Media Humanities	513,000
York University	UNICAAT	293,000
York University	The Creation of a Franco-Ontarian Distance Education Network	315,000
York University	Partnership for Early Education	95,000
Ontario Institute for Studies in Education	French Language Distance Education	56,000
Ontario College of Art	(See Advisory Memorandum 92-II)	50,000

Table 1 (Continued)

ALLOCATION OF TRANSITION ASSISTANCE FUNDS

<u>INSTITUTION</u>	<u>PROPOSAL NAME</u>	<u>FUNDS RECOMMENDED (\$)</u>
<u>Category 2: Early Retirements and Voluntary Exits</u>		
Brock University	Early Retirement Program	250,000
Carleton University	Special Early Retirement & Career Transition Incentive Program	113,000
University of Guelph	Early Retirement and Voluntary Exit Incentives	315,000
Algoma College	Early Retirement	33,000
McMaster University	Facilitating Restructuring Through Selective Early Retirement and Voluntary Exit	570,000
University of Ottawa	Early Retirement Incentive Program for Support and Academic Staff	500,000
Queen's University	Faculty/Staff Early Retirement Program Extension	550,000
University of Toronto	Pension Plan Equalization	493,000
University of Toronto	Voluntary Early Retirement/Exit	1,135,000
Trent University	Voluntary Early Retirement/Career Change Incentive Program	143,000
University of Waterloo	Restructuring and Downsizing: Early Retirement Programs	599,000
The University of Western Ontario	Early Retirement Incentive Plan	780,000
University of Windsor	VER Early Retirement Allowance Program	107,000
York University	Faculty Enhanced Early Retirement Plan and Administrative Restructuring Plan	1,050,000
Ontario Institute for Studies in Education	Special Early Retirement Incentive Program	110,000

Table 1 (Continued)

ALLOCATION OF TRANSITION ASSISTANCE FUNDS

<u>INSTITUTION</u>	<u>PROPOSAL NAME</u>	<u>FUNDS RECOMMENDED (\$)</u>
<u>Category 3: Faculty and Staff Retraining and Development</u>		
Brock University	Biotechnology: Faculty Retraining	26,000
Carleton University	Teaching & Learning Tech. Res. & Study Centre for Student Support & Faculty/Staff Training	170,000
Carleton University	Staff Training and Redeployment Initiatives	42,000
University of Guelph	Staff Training Initiatives	180,000
Lakehead University	Faculty and Staff Training Initiative	30,000
University of Ottawa	Human Resources Development Program for Faculty, Support Staff and Teaching Assistants	197,000
Queen's University	Workforce Adjustment and Training	207,000
University of Windsor	Education and Skills Upgrading Program	90,000
York University	Faculty/Staff Training for a Distributed Computing Environment	200,000
Ryerson Polytechnical Institute	Staff Training to Support Information Systems Restructuring	90,000
Ontario College of Art	(See Advisory Memorandum 92-II)	20,000

Table 1 (Continued)

ALLOCATION OF TRANSITION ASSISTANCE FUNDS

<u>INSTITUTION</u>	<u>PROPOSAL NAME</u>	<u>FUNDS RECOMMENDED (\$)</u>
<u>Category 4: Administrative Efficiencies</u>		
Council of Ontario Universities	Academic Journal Access Project	724,000
Carleton University	Improving the Efficiency and Effectiveness of Administrative Information Systems	150,000
Lakehead University	Administrative Efficiencies	230,000
Laurentian University	Administrative Restructuring (with Trent and Lakehead)	270,000
Nipissing College	Data Processing	150,000
University of Toronto	Waste Recycling Action Plan	400,000
University of Waterloo	Implementing a New University Financial System	720,000
The University of Western Ontario	Western Quality Centre	200,000
Wilfrid Laurier University	Restructuring Audit Program to Increase Administrative Efficiency	200,000
Ryerson Polytechnical Institute	Information Systems Restructuring	800,000
Ontario College of Art	(See Advisory Memorandum 92-II)	130,000

Table 1 (Continued)

ALLOCATION OF TRANSITION ASSISTANCE FUNDS

<u>INSTITUTION</u>	<u>PROPOSAL NAME</u>	FUNDS RECOMMENDED (\$)
<u>Category 5: Energy Efficiencies</u>		
Carleton University	Energy Efficiencies	400,000
University of Guelph	Energy Conservation	290,000
Lakehead University	Energy Efficiencies	400,000
McMaster University	Energy Reduction through Improved Control at Local Levels	400,000
University of Ottawa	Reduction of Utility Expenditures Through Electricity Conservation	500,000
Queen's University	Installation of Direct Digital Controls	406,000
University of Toronto	Electrical Cogeneration	655,000
University of Toronto	Energy Management Plan	200,000
Trent University	Stan Adamson Powerhouse Automation	40,000
University of Waterloo	Improving Energy Efficiencies	160,000
Wilfrid Laurier University	Energy Conservation Project	175,000
University of Windsor	High Efficiency Lighting	400,000

Table 2

**ALLOCATION OF TRANSITION ASSISTANCE FUNDS
BY INSTITUTION**

<u>Institution</u>	<u>(\$)</u>
Council of Ontario Universities	1,113,000
Brock University	276,000
Carleton University	1,475,000
University of Guelph	916,000
Lakehead University	755,000
Laurentian University	474,000
Algoma College	33,000
Nipissing College	150,000
McMaster University	1,886,000
University of Ottawa	1,834,000
Queen's University	1,223,000
University of Toronto	3,545,000
Trent University	246,000
University of Waterloo	1,610,000
The University of Western Ontario	1,670,000
Wilfrid Laurier University	375,000
University of Windsor	697,000
York University	2,466,000
Ryerson Polytechnical Institute	890,000
Ontario Institute for Studies in Education	166,000
Ontario College of Art	<u>200,000</u>
	\$ 22,000,000

Table 3

INTER-INSTITUTIONAL LINKED PROPOSALS: TRANSITION ASSISTANCE 1992-93

<u>PROPOSAL NAME</u>	<u>INSTITUTION</u>	<u>\$ FUNDS RECOMMENDED</u>	<u>\$ TOTAL FUNDS</u>
<u>System-level Proposals (submitted by COU)</u>			
ONet Enhancement Project		389,000	
Academic Journal Access Project		724,000	

			1,113,000
<u>Linked University Proposals</u>			
<u>Inter-University Electronically Linked Classrooms</u>			
	University of Guelph	131,000	
	McMaster University	403,000	
	University of Waterloo	131,000	665,000
<u>Creation of a Franco-Ontarian Distance Education Network</u>			
	Laurentian University	104,000	
	University of Ottawa	257,000	
	York University	315,000	
	Ontario Institute for Studies in Education	56,000	732,000
<u>Administrative Restructuring</u>			
	Lakehead University	230,000	
	Laurentian University	270,000	500,000

			1,897,000

Table 3 (Continued)

INTER-INSTITUTIONAL LINKED PROPOSALS: TRANSITION ASSISTANCE 1992-93

<u>PROPOSAL NAME</u>	<u>INSTITUTION</u>	<u>\$ FUNDS RECOMMENDED</u>	<u>\$ TOTAL FUNDS</u>
<u>Linked University-College Proposals</u>			
Joint Degree/Diploma Programs	Trent University Sir Sandford Fleming College (1)	63,000 197,040	260,040
Articulation of CAAT/University Nursing Education	Laurentian University	100,000	200,000
	Cambrian College (1)	100,000	
Joint Degree/Diploma in Early Childhood Education	University of Western Ontario Fanshawe College (1)	100,000 100,000	200,000
	York University Durham College (1)	95,000 79,309	
	Seneca College (1)	60,590	
UNICAAT - College - University Articulation	York University	293,000	455,558
	Seneca College (1)	162,558	

			1,350,497

(1) Funds provided by the Transition Assistance Envelope for the Colleges of Applied Arts and Technology.

Table 3 (Continued)

INTER-INSTITUTIONAL LINKED PROPOSALS: TRANSITION ASSISTANCE 1992-93			
PROPOSAL NAME	INSTITUTION	\$ FUNDS RECOMMENDED	\$ TOTAL FUNDS
University Proposals with Possible Involvement with Colleges (2)			
Biotechnology: Faculty Retraining (Faculty Retraining for Chemistry Degree Completion Articulation between Brock University and Mohawk College)	Brock University	26,000	
Teaching & Learning Tech. Resource & Study Centre for Student Support & Faculty/Staff Training (Algonquin, Loyalist and St. Lawrence Colleges)	Carleton University	170,000	
Re-Shaping Post-Secondary Nursing Education (St. Lawrence, Loyalist and Sir Sandford Fleming Colleges)	Queen's University	60,000	
Improving the Efficiency and Effectiveness of Administrative Information Systems (Algonquin College)	Carleton University	150,000	
Energy Efficiencies Proposal (Algonquin College)	Carleton University	400,000	
Computer Integrated Technology Curricula (Fanshawe College)	The University of Western Ontario	590,000	
Western Quality Centre (Fanshawe College)	The University of Western Ontario	200,000	
			1,596,000

(2) These proposals were submitted to OCUA, but not to CFRC, with the exception of Biotechnology: Faculty Retraining at Brock University. However, these proposals do support activities with the colleges listed in brackets under each proposal name.

the proposal development phase, during the process of determining how proposals will be scaled down or altered in light of recommended allocations.

For accountability purposes, institutions will be responsible for providing the Ministry of Colleges and Universities with the details of the proposals supported by Transition Assistance.⁸

In summary, of the 152 proposals which Council received, a total of \$74,622,712, in Transition Assistance, was requested. Of these, three proposals were system-level in impact, 22 were joint inter-university proposals (eight projects), and ten proposals involved specific links with the college sector for which funding was requested by both the colleges and universities involved. Of the remaining 117 institutionally-specific proposals, a number of these also noted a potential for linkage with other universities, colleges and other public sector institutions.

Of the 152 proposals received, 69 proposals were funded (two system-level proposals, nine joint inter-university proposals, five proposals linked with colleges and 53 institutionally-specific proposals).

In addition, \$200,000 was allocated outside of the competition to the Ontario College of Art, in support of the academic restructuring to be undertaken there at the Minister's direction.

Accordingly, Council *recommends to the Minister:*

OCUA 92-32

DISTRIBUTION OF TRANSITION ASSISTANCE FOR 1992-93

THAT Transition Assistance be distributed for the proposals and amounts indicated in Table 1 of this Memorandum.

4.2 The Ontario College of Art

In Advisory Memorandum 91-XII: The Allocation of the Government's Operating Support for the University System in 1992-93⁹, Council recommended that \$800,000 be set aside in its annual contingency fund, some of which could be used by the Ontario College of Art, in support of the academic restructuring costs to be incurred, as a result of the implementation of Council's advice in Advisory Memorandum 92-II: The Future of the Ontario College of Art.

Since the recommended restructuring of the programs, modes of delivery and operations of the Ontario College of Art would involve activities and expenses consistent with those supported through Transition Assistance, Council has decided that of the \$22 million available for Transition Assistance, \$200,000 be recommended to support the academic restructuring costs to be incurred by the Ontario College of Art.

8. The Minister indicated that endeavours funded through Transition Assistance should be completed by September, 1993, with the funds flowed during the fiscal year 1992-93, to be fully committed by the end of that year. This means that proposals which involved multi-year commitments had to be "modular" in nature, in order that a portion of the proposed activity could be completed within the established timeframe for funding.

9. See Ontario Council on University Affairs, Advisory Memorandum 91-XII: The Allocation of the Government's Operating Support for the University System in 1992-93, Table 1.

Accordingly, Council *recommends to the Minister:*

OCUA 92-33

ALLOCATION OF TRANSITION ASSISTANCE 1992-93 TO THE IMPLEMENTATION TEAM OF THE ONTARIO COLLEGE OF ART FOR THE PURPOSES OF INSTITUTIONAL RESTRUCTURING

THAT a maximum of \$200,000 of Transition Assistance be distributed to the Implementation Team of the Ontario College of Art for the purpose of restructuring the Ontario College of Art in compliance with OCUA Advisory Memorandum 92-II.

OCUA 92-34

ALLOCATION OF CONTINGENCY FUNDS TO THE IMPLEMENTATION TEAM OF THE ONTARIO COLLEGE OF ART FOR THE PURPOSES OF INSTITUTIONAL RESTRUCTURING

THAT a maximum of \$600,000 be distributed to the Implementation Team of the Ontario College of Art, from the contingency fund identified in OCUA Advisory Memorandum 91-XII, for the purpose of restructuring the Ontario College of Art.

5.0 Observations and Suggestions Relating to Long-Term Restructuring

In the process of adjudicating this competition, Council identified a number of areas of inter-institutional activity in which there is a significant need for restructuring and transition assistance support, but for which more strategic planning, policy clarification, consultation and/or collaboration are required. Council believes that, prior to initiating transition in the areas identified below, institutions need to engage in more planning and consultation. Council believes that these activities should be a pre-requisite for Transition Assistance should more money be made available for this purpose in the future.¹⁰

Council wishes to share its observations and suggestions with the Minister on the following matters.

Nursing Education: Numerous joint university-college proposals were received which would impact on nursing education in Ontario. Council was impressed by the magnitude of the changes in nursing education which would arise from these proposals. However, Council is concerned that the integration of college and university Nursing programs in the manner proposed in some institutions may have the unanticipated effect of leading to redundancy for the community college Diploma stream in the future. Council was not prepared to fund proposals of this nature until such time as the long-term academic, public-policy and economic implications of such a transition, particularly upon college-level Nursing programs, have been carefully evaluated. In particular, Council recommends that the respective roles of colleges and universities in the provision of nursing education be carefully examined, the issue of accessibility to nursing education be reviewed and that consideration be given to the identification of the educational requirements which will be appropriate to the nursing profession in the future.

10. As noted in OCUA Advisory Memorandum 92-IV, Government Support of the University System in 1993-94, 2.0 Basic Funding Requirements for 1993-94, Council believes that any extension of Transition Assistance must be funded out of grants which would be in addition to base funding.

For the reasons stated above, Council was unable to support the specific proposals regarding the integration of college and university programs submitted by a number of universities. However, Council, in co-ordination with the College Funding Review Committee, has recommended Transition Assistance of \$100,000 for The University of Western Ontario and \$100,000 for Laurentian University, to be combined with Transition Assistance provided to Fanshawe and Cambrian Colleges. These institutions would play a lead role in developing a system-wide process for linking college and university nursing programs.

The project would assess the degree of transferability of academic credits between colleges and universities that exist now and develop recommendations for improving the transferability in the future, while ensuring the appropriate attainment of college diplomas and university degrees in Nursing in Ontario.

It is essential that representatives from all other nursing programs in the system be involved in the process, as well as representatives of the Ministry of Colleges and Universities, the Ministry of Health and professional bodies.

With respect to the nursing proposal submitted by Queen's University, which involved collaboration with a number of nearby college campuses¹¹, Council provided support only for phase one of the proposal. The objective of this proposal is to "allow increased access of college graduates to university, enhance transferability of credits and decrease the minimum time needed to combine diploma/degree study from six to five years."¹² Council noted that Queen's University is currently the only university with a Nursing program not to offer degree completion streams for diploma-prepared nurses.

Administrative and Academic Computing Initiatives: A type of initiative, for which many institutions submitted proposals, involves obtaining distributed computer networks and software to improve administrative efficiency. Regarding the development of software for administrative purposes, most institutions submitted a request for support under Transition Assistance for the same kind of activity. Council believes that with so many institutions moving in similar directions in the area of administrative computing, there are opportunities for collaboration and savings in the development costs of the systems required. Council observed that significant savings could be realized if the institutions, working together, developed software that was applicable to all institutions, rather than spending large amounts of money at each institution in developing expensive individualized software. Council suggests that before major software development costs be funded much inter-institutional collaboration be undertaken. In general, Council observed that the system could benefit from the development of a consortium to coordinate the purchasing of software/hardware and administrative systems.

Distance Education Networks/Interactive Video: Council has supported some of these initiatives as a model to assist the exploration and development of this technology as a widespread method of instruction. In cases where institutions have funded or will receive funding for new modes of program delivery such as distance education networks, electronic classrooms, and interactive video, Council wishes to note that there is a need for additional intra- and inter-institutional collaboration. Facilities obtained through Transition Assistance

11. St. Lawrence College St. Laurent (Kingston, Cornwall, Brockville), Loyalist College (Belleville) and Sir Sandford Fleming College (Peterborough).

12. Queen's University, Transition Assistance Proposal entitled "Re-shaping Post-Secondary Nursing Education in South Eastern Ontario", June 1, 1992.

should be made available to as many programs on campus as possible. In addition, the considerable emphasis directed to these proposals and operations suggests that the results and experience gained by those institutions receiving Transition Assistance should be shared throughout the postsecondary system.

Electronic Information Infrastructure: Council supports the system-level proposal submitted concerning the enhancement of ONET for the purpose of increasing periodical and journal accessibility system-wide. Council notes that this type of initiative is a precursor to the achievement of additional inter-relationships within the university system, furthering the potential for inter-institutional co-operation on a number of levels.

Energy Efficiencies/Cogeneration Plants: In its deliberations regarding the allocation of Transition Assistance in the category of energy efficiencies and cogeneration projects, a number of concerns were raised, the first of which related to the payback period for investments in efficiencies. A three to five year payback on the investment made was considered to be reasonable. The payback period on a number of proposals was significantly longer. In these cases, funds may have been provided for some component of the project which would have a transitional impact in the near future. In some cases where the payback period is highly favourable, support was reduced as it was felt that third-party financing could reasonably supplement Transition Assistance. Cogeneration projects, unless they were imminently operational, were not supported, since cogeneration was seen as a second-stage activity after a thorough energy management study had been completed and "third-generation" energy conservation measures had been adopted.

System-level Linkages: Council noted many endeavours with the potential for significant duplication of effort amongst the institutions. As noted above, the acquisition of academic and administrative computing hardware and software is one case, in point, where savings could result from greater co-ordination and collaboration among institutions.

Another area in which system-level collaboration could result in savings would be in the co-ordination of counselling services for individuals taking advantage of early retirement, voluntary exit, retraining and professional development programs.

College-University/University-University Linkages: Should there be subsequent funds in support of transitions within the post-secondary sector, Council recommends that there be more time provided for the planning and development of joint and system-level initiatives. Given the concerns of Council regarding the future role of the college and university systems in fields where integrated programming is being developed such as nursing, and the need for the broader policy implications to be brought to bear on these and similar issues, greater lead time is imperative for future competitions.

Also critical to the success of future college-university allocations is a synchronized process for proposal development and adjudication. Council found it awkward that during this process, decisions regarding the allocation of transition assistance on the college side were largely completed, even before the universities had submitted their proposals. This asymmetry resulted in a number of potential college-university proposals being eligible for consideration on the university side only, as the deadline for college submissions had passed. It also placed Council in an awkward position vis-a-vis linked college-university proposals, as the College Funding Review Committee had made its decisions prior to Council determining its recommendations. Although a reconciliation process was undertaken, Council would have preferred ongoing consultation throughout the decision-making process.

6.0 Conclusion

In conclusion, Council chose to recommend partial support to as many proposals as possible, within the context of the funds available for Transition Assistance in 1992-93. Council wishes to re-emphasize the importance of continued consultation within institutions regarding the internal allocations of this partial support. The time and effort expended by all groups involved with this new, extensive consultative process suggests that future exercises, of a similar nature, will be enhanced by additional time for proposal preparation and consultation, as well as the synchronization of post-secondary processes for submission and allocation.

Further, if government is truly committed to transitions of the nature and magnitude identified for this competition, a minimum of three to four years of funding commitments would be essential. Not only would this permit the conceptualization of major changes within the system, which would not otherwise be possible within current financial circumstances, it would provide an environment in which institutions could fully embark upon the implementation of changes that were substantial and innovative in nature. Without this, the nature of the transitions tends to be incremental or partial since truly significant transitions require, by their very nature, more than one year to plan, implement and complete.

Colin Graham,
Interim Chair

July 10, 1992



Appendix A

Ontario
Council on
University
Affairs

7th Floor
700 Bay Street
Toronto, Ontario
M5G 1Z6
(416) 965-5233

Conseil
Ontarien
des Affaires
Universitaires

July 10, 1992

700, rue Bay
7^e étage
Toronto (Ontario)
M5G 1Z6
(416) 965-5233

The Honourable Richard Allen
Minister of Colleges and Universities
6th Floor, Mowat Block
Queen's Park
Toronto, Ontario
M7A 1L2

Dear Mr. Allen:

On June 30, 1992, the Co-Chairs of the College Funding Review Committee and the Chair of the Ontario Council on University Affairs Ad hoc Committee on Transition Assistance met to co-ordinate the Transition Assistance support to be recommended for proposals involving linked funding requests from colleges and universities.

After a detailed discussion of the proposals, it was jointly agreed that the linked college/university proposals identified in the attachment would be recommended by both committees for Transition Assistance.

We wish to report to you that there was agreement surrounding the projects to be supported and the levels of Transition Assistance recommended.

Yours sincerely,

Richard Johnston,
Co-Chair,
College Funding Review Committee

Colin Graham,
Chair,
Ad hoc Committee
on Transition Assistance

Ralph Benson,
Co-Chair,
College Funding Review Committee

Attachment

**Linked University-College Proposals, Submitted to
and Recommended for Support, by OCUA and CFRC**

PROJECT NAME	COLLEGE	CFRC RECOMMENDATION	UNIVERSITY	OCUA RECOMMENDATION
Joint Degree/Diploma programs	Sir Sandford Fleming	\$197,040	Trent	\$63,000
Nursing Articulation Study	Cambrian	\$100,000	Laurentian	\$100,000
Nursing Articulation Study	Fanshawe	\$100,000	Western	\$100,000
Joint Degree/Diploma in ECE	Durham and Seneca	\$79,309 \$60,590	York	\$95,000
UNICAAT - College-University Articulation	Seneca	\$162,558	York	\$293,000

**Linked College-University Proposals for which it was Agreed, by OCUA and CFRC,
that Funding would Flow from One Sector to Support the Proposed Linked Transition**

COLLEGE	UNIVERSITY	PROJECT NAME	FUNDING RECOMMENDATION
Algonquin	Carleton	Education Delivery through Instructional Television and Computer-based Technology	\$600,000 (university)
Mohawk	Brock	Chemistry - Degree Completion/Biotechnology: Faculty Retraining	\$26,000 (university)
Canadore	Nipissing	Joint Degree/Diploma in Applied Arts and Technology	\$322,895 (college)
Confederation	Lakehead	Joint Degree/Diploma program in Arts Administration	\$96,550 (college)
Sault	Algoma College	The "Bridge" Project	\$265,019 (college)

Summary of Proposals Recommended for Transition Assistance by Category and Institution¹

Category 1: Academic Restructuring Initiatives

Council of Ontario Universities

- *ONet Enhancement Project -- \$ 389,000*

This proposal is to install T1 accesses and terminating equipment at all Ontario universities and Ryerson, in order to permit upgrading of the existing computer links among them. All universities are presently interconnected by links that range in bandwidth up to 56 Kbps. Increasing to higher speeds requires a different technology, hence "T1" access. The current links are used for electronic mail, file transfer, access to information resources elsewhere in North America, and even the rest of the world. Upgrading the speed of these links would improve existing uses, as well as enable new ones.

Carleton University

- *Educational Delivery through Instructional Television and Computer-Based Technology -- \$ 600,000*

Carleton University proposes to significantly expand instructional television (ITV), and extend access to its interactive computing systems and student support services. Providing an alternate, cost-effective method of program delivery during a time of constrained circumstances, this proposal permits the transition to technology-mediated education and facilitates linkages with community college and secondary school partners.

University of Guelph

- *Inter-University Electronically-Linked Classrooms -- \$ 131,000*

The proposal is comprised of two separate components. The first deals with an enhancement of the existing electronic link between Guelph and Waterloo by provision of a separate communications channel and independent rooms for conducting consultations and meetings. The second component of this proposal is the provision of a complete communications link between Guelph and, in due course, between McMaster and Waterloo.

1. The majority of these summaries were taken from the institutions' Transition Assistance submissions.

Lakehead University

- *Distance Education Linkage to Northwestern Ontario -- \$ 95,000*

Lakehead University will introduce an entirely new approach to "education at a distance". Through audio and visual linkages and the use of Contact North's "electronic highways", off-campus students, throughout Northwestern Ontario, will be linked to the on-campus classroom or laboratory. The system will provide for high-speed interactive communication between the on-campus classroom/laboratory and off-campus students.

The on-campus equipment will be portable and because of this, it can be used extensively on-campus.

Laurentian University

- *The Creation of a Franco-Ontarian Distance Education Network -- \$ 104,000*

The objective of this proposal is to create an inter-institutional Francophone Distance Education network of the bilingual universities of Ontario. This is aimed at rationalizing human and physical resources, through joint programming and the development of alternative modes of delivery, in order to improve accessibility and increase participation by Franco-Ontarians in post-secondary education. This will be accomplished by putting in place an Academic Planning Committee and a Distance Education Technology Committee, which together will be responsible for planning, implementing and operating the network.

- *Nursing with Western, Cambrian and Fanshawe,
Articulation of CAAT/University Nursing Education -- \$ 100,000*

The proposal would assess the degree of transferability of academic credits between colleges and universities that exists now and develop recommendations for improving the transferability in the future while ensuring the appropriate attainment of College Diplomas and University Degrees in Nursing in Ontario. Representatives from all other Nursing programs in the system would be involved in the process, as well as representatives of the Ministry of Colleges and Universities, the Ministry of Health and professional bodies.

McMaster University

- *Advanced Instructional Technology Implementation -- \$ 513,000*

Several faculties have already demonstrated success in the use of advanced instructional techniques, including multi-media Language teaching, Music teaching, Biology labs and Introductory Psychology. Savings arise from a) the re-deployment of faculty time, b) a re-deployment of teaching assistant time and c) the avoidance of expenditures on equipment and/or supplies (including animals). The proposal is to build on this existing expertise and success, and to greatly increase the use of such methods in Biology, Chemistry, Environmental Science/Geography, Economics, Psychology and Languages. The main components of the requested funds are delivery systems and skilled technical help. McMaster would contribute faculty time and development systems (computer and television).

- *Inter-University Electronically-Linked Classrooms -- \$ 403,000*

The proposal is comprised of two separate components. The first deals with an enhancement of the existing electronic link between Guelph and Waterloo by provision of a separate communications channel and independent rooms for conducting consultations and meetings. The second component, of this proposal, is the provision of a complete communications link between Guelph and, in due course, between McMaster and Waterloo.

University of Ottawa

- *First Language Learning Centre -- \$ 380,000*

The project is threefold: a) Creation of a First Language (English & French) Learning Centre to develop basic first language skills (Grammar, Syntactic Analysis) through computer-based training; b) Creation of a new course on reading and writing skills (English & French) specially designed to use the computing facilities at the Language Centre thus further developing students' ability to produce texts; c) Creation of a learned-paced Computer-Assisted Second Language Learning Centre to foster the policy on bilingualism. The computing laboratory will consist of 75 workstations, linked together on a local area network, accessible to students seven days a week.

- *Creation of a Franco-Ontarian Distance Education Network -- \$ 257,000*

The central objective of this joint proposal is to create an inter-institutional Francophone Distance Education Network of the bilingual universities of Ontario aimed at rationalizing human and physical resources through joint programming, and the development of alternative modes of delivery in order to improve accessibility and increase participation by Franco-Ontarians in post-secondary education. This will be accomplished by putting in place an Academic Planning Committee and a Distance Education Technology Committee which together will be responsible for planning, implementing and operating the Network. This joint proposal will lead to the enhancement of existing programmes, at participating institutions, and will make a wider selection of courses available to more Franco-Ontarians in more communities across the province.

Queen's University

- *Re-shaping Post-Secondary Nursing Education -- \$ 60,000*

It is proposed to unify professional nursing education among five colleges and one university program in three discrete phases, of which Phase One is supported by Transition Assistance. Phase One will allow increased access of college graduates to university, enhance transferability of credits, and decrease the minimum time needed to combine Diploma/Degree study from six to five years.

University of Toronto

- *Curriculum Renewal Plan: Faculty of Arts and Science -- \$ 662,000*

This proposal is to undertake a major reconfiguration of the programs and structure of the Faculty of Arts and Science. The proposal comprises three major elements: 1)

implementation of curriculum renewal; 2) a plan for reduction of the annual operating budget by \$3.5 million, between 1992-1993 and 1995-1996; and 3) improvement to the systems and infrastructure supporting the Faculty's programs.

Trent University

- *Joint Programming with Sir Sandford Fleming College -- \$ 63,000*

SSFC and Trent have developed a model for joint concurrent programming in Geography/Geographical Information Systems as a result of Program Adjustment funding in 1990-91. This proposal would enable the two institutions to build on this framework and move ahead in five distinct fields: Integrated Resource Management; Administrative Studies (Human Resource and Environmental Management); Nursing; Museology/Arts Administration and the Trent/Fleming Institute for Professional Education. The Institute will deliver Certificate and Diploma continuing education programs to in-service professionals in a variety of fields by drawing on courses now offered at both institutions. This initiative would serve as a model for other postsecondary institutions in providing enhanced access to programs in local communities (Degree Nursing); enhanced job opportunities for graduates by providing both applied skills and theoretical knowledge; enhanced mobility and access between institutions, including exchanges of faculty and elimination of unnecessary duplication of services in the future. Given the move of at least 500 Ministry of Natural Resources staff to Peterborough, the proposal will also provide an opportunity to actively explore partnerships between the institutions and the Ministry in order to maximize access to the expertise of each party. The proposed program linkages in Integrated Resource Management and Administrative Studies, as well as the planned Institute for Professional Education, will be of particular interest to MNR staff.

In 1992/93, it is proposed that full-time Project Coordinators be appointed at each institution to work with the appropriate academic departments in each institution. By September, 1993, fully developed proposals for concurrent and/or consecutive Degree/Diploma/Certificate programming will be ready for approval by appropriate internal bodies. The Trent/Fleming Institute for Professional Development will offer programs to in-service professionals in the 1993/94 academic year. In the 1993/94 fiscal year, Trent will require Transition Assistance of about \$40,000 in order to administer these programs at the departmental level.

University of Waterloo

- *Inter-University Electronically-Linked Classrooms -- \$ 131,000*

This proposal is comprised of two separate components. The first deals with an enhancement of the existing electronic link between Guelph and Waterloo by provision of a separate communications channel and independent rooms for conducting consultations and meetings. The second component of this proposal is the provision of a complete communications link between Guelph and, in due course, between McMaster and Waterloo.

The University of Western Ontario

- *Computer-Integrated Technology Curricula -- \$ 590,000*

The major objective is to establish collaboration between The University of Western Ontario and Fanshawe College in teaching the strategically important areas of Manufacturing, Engineering and Business through joint curriculum development, sharing of existing facilities and joint acquisition of new facilities. A secondary objective is to foster collaboration with industry by soliciting the support of large companies and equipment vendors, and by assisting small and medium-sized industry in Southwestern Ontario in training and strategic planning.

- *Nursing with Laurentian, Cambrian and Fanshawe, Articulation of CAAT/University Nursing Education -- \$ 100,000*

The proposal would assess the degree of transferability of academic credits between colleges and universities that exists now, and develop recommendations for improving the transferability in the future, while ensuring the appropriate attainment of College Diplomas and University Degrees in Nursing in Ontario. Representatives from all other Nursing programs in the system would be involved in the process, as well as representatives of the Ministry of Colleges and Universities, the Ministry of Health and professional bodies.

University of Windsor

- *Expository Writing Centre -- \$ 100,000*

This is a proposal to establish an Expository Writing Centre which would effectively replace two first-year expository writing courses taught by full-time and part-time faculty in English. Over time, the complement of full-time faculty would be reduced by at least 2.5 persons and part-time staff replaced by members of the centre staff. Thirty (30) sections of expository writing would be eliminated, entering students tested for language proficiency, and successful entrants exempted from the English requirement(s).

York University

- *Multi-Media Humanities -- \$ 513,000*

- significant restructuring of the curriculum in Humanities (an interdisciplinary liberal studies division with over 4,500 annual course enrolments)
- linking of interactive computer-based course work in innovative ways to central university computer-assisted writing services and to intensive language support for students for whom English is a second language
- applies advanced technology to highly language-dependent interdisciplinary studies
- provides an alternate form of program delivery
- allows for more overt preparation of students in critical skills required for a complex society
- enhances the cost-benefit ratio by moving away from traditional formats
- enhances personal interaction with faculty by electronic means in a time of growing class sizes

- *Partnership for Early Education -- \$ 95,000*

Partnership for Early Education will:

- investigate the development of a BEd program with a specialization in the early years (ages 3 to 8)
- assess the feasibility of establishing a new Early Primary/Primary Teaching Certificate
- blend the strengths of Durham and Seneca Colleges with those of York University, in the development of a collaborative delivery system of education for teachers of young children
- afford new opportunities to gain Teacher Certification for those now not able to
- respond to an important social agenda surrounding the education of young children (including daycare and junior kindergarten)

- *UNICAAT -- \$ 293,000*

- enhances credit transferability between institutions
- develops courses eligible for credit at both York and Seneca
- creates interlocked Degree-Diploma programs
- establishes technological programs at Seneca for York graduates
- improves efficiency in the use of post-secondary educational facilities
- addresses the need to link technological change to job planning
- facilitates sharing of advanced technology equipment and instruments
- establishes York advanced standing credits for twelve Seneca technologist programs

- *The Creation of a Franco-Ontarian Distance Education Network -- \$ 315,000*

This distance education proposal envisions developments in:

- multi-media instruction
- video teleconferencing
- computer-based learning

By linking four institutions, the proposal will:

- promote the development of joint programs
- enhance transferability of credits
- offer potential for rationalization and consolidation, by offering low enrolment courses through one institution at a time, using the technology to teach in other locations
- promote the expansion of offerings in French by making courses available from one institution to the others

Ontario Institute for Studies in Education

- *French Language Distance Network -- \$ 56,000*

The intent of this joint proposal is to create an inter-institutional Francophone Distance Education Network of bilingual universities and OISE. The proposal will lead to the enhancement of existing programs, with an increased selection of courses available to students in a greater number of Franco-Ontarian communities. The OISE component includes the creation of three mobile audio-graphic labs which can be taken to

appropriate Franco-Ontarian communities in South and Central Ontario. OISE will also participate in the development of a new joint MEd program to be offered by Ottawa, Laurentian and OISE.

Category 2: Early Retirement/Voluntary Exit Incentives

Brock University

- *Early Retirement Program -- \$ 250,000*

This program would encourage the early retirement of faculty and staff covered by the Brock Pension Plan who are at least 60 years of age (60 months from retirement) having, at least, 15 years of service. For faculty, early retirements will ease anticipated hiring problems later in the decade, facilitate replacement recruitment under the Positive Action Procedures to redress gender imbalances, and reduce base budget commitments. For staff, this program will create opportunities for reorganization, Employment Equity and career advancement within the University. The program will be completely separate from the Pension Plan. The program would provide for the payment of a Retirement Allowance.

Carleton University

- *Special Early Retirement & Career Transition Incentive Program -- \$ 113,000*

This proposal provides time-limited for non-academic staff to voluntarily: (a) retire early and combine the incentives under this program with the early retirement benefits under the Carleton University Retirement Plan, or (b) leave Carleton to pursue alternative career options and to receive incentives to do so.

University of Guelph

- *Early Retirement and Voluntary Exit Incentives -- \$ 315,000*

The University of Guelph is in the third year of a major restructuring process designed to reduce administration costs. To achieve the projected savings, additional one-time costs will be incurred, a major portion of which are related to Voluntary Exit and assisted departures. This proposal will facilitate Voluntary Exits and assisted departures related to the final phase of this major restructuring process.

Algoma College

- *Early Retirement -- \$ 33,000*

The primary objective of this proposal is orderly faculty renewal in one program. One of two professors (ages 59 and 60) is prepared to accept Early Retirement and a junior replacement is planned. This will permit some re-orientation of a department in such a way as to better serve current student interest and demand.

McMaster University

- *Facilitating Restructuring Through Selective Early Retirement and Voluntary Exit -- \$ 570,000*

This proposal will facilitate Early Retirements and Voluntary Exits which will reduce operating costs and facilitate the long-term restructuring necessary to meet our organizational needs consistent with our strategic plan (June, 1991).

University of Ottawa

- *Early Retirement Incentive Program for Support and Academic Staff -- \$ 500,000*

Funding is requested to implement an Early Retirement Incentive Program to encourage a larger number of staff members to retire than would normally be expected, given the current make-up of our population.

The proposal is comprised of three parts in order to induce our staff members who are at least 55 years old, to choose Early Retirement as a valid option. The proposal includes the following components:

- i) bridging amounts to provide higher levels of retirement income to those who retire before age 65;
- ii) a top-off of existing retiring allowances to those who retire before age 65;
- iii) additional benefits for those who choose to retire, before age 65, but who continue a contractual relationship with the University, with a maximum load of 50%.

Queen's University

- *Faculty/Staff Early Retirement Program Extension -- \$ 550,000*

This proposal calls for the extension, by one year, of our existing Voluntary Early Retirement Programs for faculty and staff.

University of Toronto

- *Pension Plan Equalization -- \$ 493,000*

In 1959, a University of Toronto Pension Plan was established for maintenance and service workers. Unlike the Plans established in 1966 for administrative and academic staff, the 1959 Plan sets the retirement age at 68. Reduced benefits for maintenance and service workers who opt to retire at 65 act as a negative incentive. As a result, these employees tend to work an extra three years at jobs that are often physically demanding, at significant salary and benefit costs to the University and impeding restructuring opportunities that arise when positions are vacated. Transitional Assistance support would allow the University to improve the older Plan so that employees who participate in it could retire at age 65 without reduced benefits.

- *Voluntary Early Retirement/Exit -- \$ 1,135,000*

The University will offer Voluntary Early Retirement options as an integral part of its

strategy for downsizing and restructuring its academic programs. This proposal is intended to support restructuring in the Faculty of Arts and Science and in the Faculty of Medicine. It is an integral component of the detailed plans for curriculum renewal in each of these two faculties.

Trent University

- *Voluntary Early Retirement/Career Change Incentive Program -- \$ 143,000*

In the Autumn of 1991, Trent offered two voluntary separation programs for non-academic employees: the Voluntary Early Retirement and Career Change Incentive Programs. These programs were mounted in order to voluntarily, and thus humanely, reduce the number and costs of non-academic employees in order to eliminate non-essential services and facilitate a \$3 million (8.5%) reduction in the operating budget over three years beginning in 1992-93. 51 individuals took advantage of these programs, 32 (29.58 FTE) of whom were paid from the operating budget. This exceeded the needs of the budget plan, developed simultaneously, and the distribution of voluntary terminations was such that the University avoided widespread layoffs and the general demoralization/productivity losses that would have ensued. Ultimately, only three people were laid off, thus minimizing the impact on local unemployment and related social service costs.

By also creating gaps where none were planned, the voluntary separation programs have provided career opportunities for some ongoing employees (where jobs were temporarily covered by existing employees or have subsequently been refilled) and have provided the University with the flexibility to test different methods of service delivery (through management of the vacancies). Some departments, like Physical Resources (where eight employees left), Financial Services (where four left), and the Vice-Presidents' offices (where half of the support staff left), are restructuring to streamline essential services. A reduced scientific support staff has forced the science departments to reassess the support needs of the combined departments and examine opportunities for sharing staff. A large (17%) reduction in the number of academic secretaries has provided the opportunity to rethink how secretarial services are provided to academic departments and individual faculty.

An ongoing hiring freeze will protect the gains made through this program and will prompt further streamlining of our support services.

The Voluntary Early Retirement and Career Change Incentive Programs were agreed to in advance by the Trent University Staff Association, and by the faculty member who chairs the Senate Budget Committee. As a result of the positive and voluntary way in which these reductions were achieved, the staff who remain continue to be willing partners in the ongoing task of finding ways to deliver essential services in the face of budgetary pressure.

University of Waterloo

- *Restructuring and Downsizing: Early Retirement Programs -- \$ 599,000*

The University of Waterloo is in the process of developing plans for restructuring and downsizing over the next three years. This, together with the need to create opportunities in support of the new financial systems, has led to the creation of Early

Retirement Programs for faculty, staff and unionized staff. Transition Assistance will support the Early Retirement Programs needed to achieve downsizing.

The University of Western Ontario

- *Early Retirement Incentive Plan -- \$ 780,000*

This proposal is for the introduction and application of an enriched Early Retirement Plan for both academic and administrative staff, who are 60 years of age or older and whose combined age plus service at Western, equals or exceeds 75. The fundamental objective is to create opportunities for the University to meet its service and product-delivery needs, in a more flexible manner in the near term, as well as to facilitate its Employment Equity Program.

University of Windsor

- *VER Early Retirement Allowance Program -- \$ 107,000*

This program will create an incentive for faculty to retire early by the enhancement of the existing Voluntary Early Retirement Program. To qualify, faculty must have acquired 70 points, consisting of the sum of age plus service, provided one is at least age 55. A Retiring Allowance Supplement will be paid based upon a formula.

York University

- *Faculty Enhanced Early Retirement Plan and Administrative Restructuring -- \$ 1,050,000*

FEER -- In consultation with the York University Faculty Association (YUFA), the University proposes to:

- . prepare a supplementary retirement benefits package, or Retirement Compensation Arrangement, for faculty
- . restructure its full-time teaching complement by deploying replacement appointments into areas of increasing student demand and new program development
- . support commitments to Affirmative Action and the design/implementation of an Employment Equity Program
- . replace senior faculty members with junior appointments to free up significant financial resources for the support of academic restructuring initiatives

ARP -- In consultation with employee groups, the University proposes to:

- . restructure administrative services to achieve base budget reductions
- . provide Voluntary Early Retirement, assisted departure programs, relocation counselling, retraining and skills upgrading opportunities
- . establish Employee Assistance Programs to provide financial counselling, emotional and health-related counselling, substance-abuse counselling and similar services
- . discuss, with other institutions, a human resources electronic bulletin board to advertise position vacancies

Ontario Institute for Studies in Education

- *Special Early Retirement Incentive Program -- \$ 110,000*

The intent, of this proposal, is to seek partial support for a Special Early Retirement Incentive Program for support staff in order to facilitate the redeployment of current staff and reduce the number of layoffs and terminations that will otherwise occur as a result of the restructuring and downsizing of our administrative services.

Category 3: Faculty and Staff Training and Development

Brock University

- *Biotechnology: Faculty Retraining -- \$ 26,000*

This joint proposal will allow graduates of Mohawk College's Chemical Engineering Technology program to enter the third year of the BSc degree program at Brock in Chemistry or in Biotechnology, a special combined degree with a practical and industrial focus. The two institutions will also acquire equipment that is complementary and allows the use of equipment to be shared. Brock University's component of this collaboration involves the retraining of two faculty members in the Department of Chemistry to enhance expertise in the area of Biochemistry.

This initiative involves restructuring in two ways: a definite program of study at Mohawk College and Brock University will result; and an applied degree in Biotechnology, with work experience in Agriculture Canada laboratories, will be offered by Brock University, thereby changing the focus of the Chemistry and Biological Science departments at that institution.

Carleton University

- *Teaching and Learning Technology Resource and Study Centre for Student Support and Faculty/Staff Training -- \$ 170,000*

Carleton University proposes to establish a Teaching and Learning Technology Resource and Study Centre, designed to complement the further development of instructional television (ITV), and a technology-mediated learning environment at Carleton and its partner institutions. The Centre will:

- provide a focus for the transition to technology-mediated education;
 - act as a training, study, and evaluation centre for the use of ITV and computer-based educational material;
 - support the quality of teaching and learning and the preparation and use of technology-mediated educational materials.
- *Staff Training and Redeployment Initiatives -- \$ 42,000*

This proposal involves two sub-proposals:

- (1) Training for members to implement Employment Equity incentives and other measures; and

(2) Apprenticeships-Succession Planning for retiring trades employees.

Vacancies arising from the Special Early Retirement and Career Transition Incentive Programs, Academic Restructuring and Administrative Efficiencies Initiatives, necessitate the development of a Human Resource Rationalization program. Funding is sought to support this activity, which will be carried out by a Union/Management Parity Committee. In addition, training funds will be required to facilitate the redeployment of employees who are impacted by the transition initiatives. These funds will be applied against the cost of formal education programs, on the job training and apprenticeships.

University of Guelph

- *Staff Training Initiatives -- \$ 180,000*

The proposal calls for the development of a training course for administrative secretaries/administrative assistants. These individuals are the first point of contact for faculty and students seeking clarification of externally and internally-imposed administrative procedures. Given the increasing demands placed on this group, through restructuring, it is necessary that their skills be upgraded.

Lakehead University

- *Faculty and Staff Training Initiatives -- \$ 30,000*

To establish a fund from which allocations will be drawn to provide means to improve instructional delivery as per the University's Academic Plan (in development stage), and to provide training to faculty and staff, who will require training or retraining as a result of initiatives under the proposals for Administrative Efficiencies, Academic Restructuring and Early Retirement/Voluntary Exit.

University of Ottawa

- *Human Resources Development Program for Faculty, Support Staff & Teaching Assistants -- \$ 197,000*

The University of Ottawa requests financial assistance to develop and implement a Human Resources Development Program for support staff, for full-time and part-time faculty members, and for students who hold teaching assistantships at the University. The proposal aims to (1) improve the level of teaching in both official languages; (2) upgrade professional and individual qualifications; and (3) assist in the effective and humane redeployment of staff affected by restructuring.

Queen's University

- *Workforce Adjustment and Training -- \$ 207,000*

This proposal involves establishing a Special Resource Centre within our Human Resources Department to 1) evaluate the ongoing support staff needs of Queen's University and identify areas where shortage and surplus may occur; 2) provide training and professional development programs to equip staff for redeployment and to improve productivity; 3) coordinate information, referral and counselling activities

for staff whose positions have been declared redundant; and 4) coordinate and administer a temporary/casual help service to provide in-house staff for departments in need of temporary help as a result of downsizing or work overload.

University of Windsor

- *Education and Skills Upgrading Program -- \$ 90,000*

The Program will improve the skill and educational level of the workforce by providing opportunities for individual study and in-house on-the-job training. Opportunities will be created for apprenticeships for women, computer software training, special upgrading for clerical, administrative, trades and technical staff -- also an enhanced Educational Leave Program will be made available.

York University

- *Faculty/Staff Training for a Distributed Computing Environment -- \$ 200,000*

In order to achieve major long-term savings, York University is undertaking the transformation of its computing environment from centralized mainframes to distributed computing, which will affect all University activities. In order to deal with a shift of this magnitude this proposal intends, in two phases, to:

Phase 1: retrain and redeploy employees displaced by the outsourcing of York's mainframe computers

Phase 2: develop communications and training programs to facilitate faculty and staff members in the redesign of their research, teaching and administrative work to take maximum advantage of the opportunities afforded by the restructured computing environment, including:

- a communications and education package to introduce the technology to the community
- hands-on familiarization with the technology and its diverse applications
- a pilot participatory project to plan and implement the integration of the new technology into operational areas

Ryerson Polytechnical Institute

- *Staff Training to Support Information Systems Restructuring -- \$ 90,000*

This proposal requests Transition Assistance to facilitate training of staff in six administrative departments, affected by the information system and administrative restructuring associated with the purchase and installation of the client-based integrated information system of Proposal #1. It also provides for training support of academic administrative staff in all academic departments. Training includes highly technical training for computer support personnel and application training for the various users.

Category 4: Administrative Efficiencies**Council of Ontario Universities**

- *Academic Journal Access Project -- \$ 724,000*

This proposal creates the infrastructure for collection rationalization and resource sharing between Ontario university libraries. This is achieved by the installation of an enhanced document delivery system using ONet and the automation of interlibrary loan procedures. A second part of the proposal involves the creation of an online union database of journal holdings. This database will provide the basis for collection rationalization within the system.

Carleton University

- *Improving the Efficiency and Effectiveness of Administrative Information Systems -- \$ 150,000*

A quantum leap in the efficiency of administrative information systems can be achieved through more effective equipment and hardware development. This proposal will eliminate widespread duplication of effort across the campus by improving functionality and creating an information systems infrastructure. Specifically, software will be developed to: (i) decentralize data input through the use of "electronic forms" to streamline the processing of most business transactions; (ii) develop an on-line bookkeeping system to eliminate parallel systems across campus, and (iii) improve management reporting and academic record keeping to facilitate more informed decision making and to enhance the quality of services to students. Hardware will be procured to develop an infrastructure which will allow local report generating and download capability. Printing, in response to specific queries for output, will allow departments to obtain up-to-date information and eliminate the distribution of unwanted out-of-date computer reports.

Carleton University is already a member of 12 major purchasing consortia with other public institutions (University of Ottawa, Saint-Paul University, Algonquin College, boards of education, hospitals, municipalities, regional government, etc.). The development and use of "electronic forms" will be done in a manner which is compatible with the use of Electronic Data Interchange (EDI) standards in common with other public sector partners.

Lakehead University

- *Administrative Efficiencies -- \$ 230,000*

Installation and implementation of a cross-campus computer network and systems development to utilize the network.

Laurentian University

- *Administrative Restructuring (with Trent and Lakehead) -- \$ 270,000*

The proposal identifies Laurentian University's basic needs for system development and improvement to allow the University to realize major long-term savings through

greater efficiencies within current resource levels. Its particular features are the tremendous potential savings and improved communications resulting from close collaboration on all its aspects with Trent and Lakehead Universities, the provision of much more accurate and applicable information on the costs of French-language education, and a major contribution to the sort of improvements in quality of service provided by Laurentian which is central to its current strategic planning process.

The proposal requests financial support for these developments collaboratively with the other institutions, in recognition that current staff resources are fully deployed trying to cope with existing demands and inadequate systems.

Nipissing College

- *Data Processing -- \$ 150,000*

There are four components:

1. Eliminate double entry of student registration and set up a new accounts receivable collection procedure.
2. Link Business Office with Student Union and Administrative Offices. Do all accounting for Student Union. Streamline entry of purchase requisitions. Provide direct access to budget and financial reporting.
3. Add Nipissing as a node on ONet and provide internal EMail.
4. Link Faculty to Business and Registrar Offices. Provide access to student records and budget information.

University of Toronto

- *Waste Recycling Action Plan -- \$ 400,000*

With a total population of approximately 60,000 people, the St. George Campus currently produces about 3,000 metric tonnes of waste annually. The cost of waste disposal is just under \$700,000. The University has been involved in a Waste Management program for two years, and currently recycles about 15 percent of its total waste. However, 60 percent of the total waste has been identified as recyclable and is therefore being banned from landfill sites effective July, 1991. A Recycling Action Plan has been developed which proposes to reduce the amount of waste produced by the University and, therefore, the cost of waste disposal. The plan involves in-house recycling, the diversion of certain items that can be reused, and an aggressive environmental education program for the University community, aimed at a general reduction of created waste. Transition Assistance funds would provide equipment and direct administrative costs relating to the development of a leading-edge program in environmental awareness and responsible waste management.

University of Waterloo

- *Implementing a New University Financial System -- \$ 720,000*

This proposal outlines a fundamental re-engineering of the University's financial

systems and selected finance-related systems. We wish to improve on the oft-used approach of "business as usual, but faster" by seeking a fundamental transformation in the way in which the University operates. A new financial information system is one of the most important ways to reshape administrative activity in the University. The new system will improve the operations in Financial Services, Purchasing, Personnel, Stores/Receiving, the Office of Research, Budgets and many other University departments. Cascading efficiencies will result across the campus.

The University of Western Ontario

- *Western Quality Centre -- \$ 200,000*

The University of Western Ontario has embarked on a commitment to develop a Total Quality Management approach to the administrative operations of the University. Building on an accepted direction in contemporary management studies, the establishment of a Western Quality Centre will provide facilities for the study, implementation and monitoring of such a program. The Western Quality Centre will be built on a sound institutional foundation; although there are firm linkages to the academic community, its primary application will lie in the areas of administrative services. It is, therefore, submitted as under the category of Administrative Efficiencies, although it contains significant components of Staff Development, and will be expected to have a significant impact on the entire service culture at Western.

Wilfrid Laurier University

- *Restructuring Audit Program to Increase Administrative Efficiency -- \$ 200,000*

It is proposed that a systematic and formalized study of Wilfrid Laurier University's whole organization be made, based on TQM principles, to identify changes which would further improve the quality of service and effectiveness of the organization, concurrently with the realization of cost savings. A committee will be established for this operational audit. It is expected that this process will take six months, with the committee working on this project two days per week, on the average. The committee will concentrate on the non-faculty components of the University only (administration and staff); the delivery of academic programs will be reviewed by other means.

Ryerson Polytechnical Institute

- *Information Systems Restructuring -- \$ 800,000*

This proposal requests Transition Assistance to support a major restructuring and enhancement of Ryerson's information support system. Ryerson would plan to phase out certain administrative support systems, purchase and install a client-based integration system and redevelop administrative procedures related to the new system. The following units are involved directly in the restructuring: Finance, Human Resources, Purchasing, Registrar, Alumni and Development and Computing. End-Users, in all academic teaching and program departments, will also be affected.

Category 5: Energy Efficiencies

Carleton University

- *Energy Efficiencies Proposal -- \$ 400,000*

The Energy Efficiency Proposal comprises projects that will reduce consumption of hydro, gas, oil and water. The projects will also improve the environment by reducing pollution, will enhance working conditions by improving air quality, will replace worn-out equipment and will contribute to improve personal safety.

University of Guelph

- *Energy Efficiencies -- \$ 290,000*

The energy efficiencies submission is composed of three major components. These include lighting retrofit, the replacement of a heat exchange system and the installation of a remote digital metering system.

Lakehead University

- *Energy Efficiencies -- \$ 400,000*

Measures to reduce hydro and steam costs through repair, replacement, rebuilding or retrofitting of electrical fixtures, controls, motors, sensors, steam traps and a cogeneration feasibility study.

McMaster University

- *Energy Reduction through Improved Control at Local Levels -- \$ 400,000*

This project consists of reducing energy waste, during the critical summer cooling period, by increasing the scope of our present Energy Management System with air quality/population density monitoring strategies. This intervention, with the addition of variable speed motor drives and the ability to isolate critical cooling requirements with the addition of a small supplemental chiller (heat pump) for the Art Gallery, will provide substantial energy cost reductions.

University of Ottawa

- *Reduction of Utility Expenditures through Electricity Conservation -- \$ 500,000*

Lighting Energy Reductions -- Campus-wide evaluation and retrofitting of existing lighting systems with more efficient lighting technology. The return on investment for the complete Lighting Energy Reductions program would average less than three years in simple payback terms after Ontario Hydro's contributions.

Queen's University

- *Installation of Direct Digital Controls -- \$ 406,000*

This proposal involves equipping 33 buildings with a computerized system for turning

fans off and on, and for sensing and adjusting temperatures in such a way that daytime settings can be adjusted for evenings, nights and weekends. The implementation of this project will reduce energy consumption and is part of the University's attempt to introduce Energy Conservation projects in a planned fashion.

University of Toronto

- *Electrical Cogeneration -- \$ 655,000*

This is a proposal to install a cogeneration facility in the central steam plant on the St. George Campus. Cogeneration can be defined as a system for producing both steam and electricity from the same primary energy source (in this case, natural gas).

- *Energy Management Plan -- \$ 200,000*

The University proposes an Energy Management Plan to make investments in specialized equipment and updated building systems, and to obtain expert advice on ways of achieving further permanent energy savings. The University has had significant experience and success in implementing similar energy saving projects, which are of particular importance to an institution which consists of many buildings constructed before energy efficiency was a concern.

Trent University

- *Stan Adamson Powerhouse Automation -- \$ 40,000*

The 40,000 sq. ft. Staging Building has been renovated recently as part of the anti-recession capital projects funded by the MCU. The Building now houses most of the University's administrative and student service units, as well as the academic Department of Administrative Studies. Originally constructed in 1968 as a temporary building, the structure was not connected to the University-owned hydro-electric generating station. Consequently, all electricity must be purchased from the Peterborough Utilities Commission, at a rate of approximately \$0.025 per kilowatt hour higher than it could be obtained from the Stan Adamson Powerhouse. This proposal will enable the University to complete a design/cost-effectiveness review in order to determine more accurately, what additional funding will be required to implement automation to generate greater cost savings.

University of Waterloo

- *Improving Energy Efficiencies -- \$ 160,000*

This proposal seeks to improve our physical plant operations by introducing measures which will have both cost and environmental benefits. We have identified four projects that will produce ongoing reductions in energy consumption. Energy operating costs related primarily to natural gas will be decreased by undertaking these projects. In the first project, we will reduce the introduction of excessive fresh outside air into buildings by upgrading the outside air control dampers. In the second project, we will install analyzers to minimize the fresh air required to maintain acceptable indoor air quality. The third project will undertake to reuse waste heat from the chilled water loop to preheat the vast quantity of air required for the Chemistry building. Lastly, we propose to extend the chilled water cooling loop into a Science building to recover

waste heat from laboratory apparatus. As a result of these projects, we will also be able to reduce our fresh-water usage.

University of Windsor

- *Relamping: High Efficiency Lighting -- \$ 400,000*

Results of the Ontario Hydro Energy Audit, and more detailed investigations of lighting undertaken during design stages of major renovation projects, have provided evidence of potential energy savings and long-term cash savings by replacing existing fixtures with today's energy-efficient lighting systems. In a staged approach to completely relamp the campus with high efficiency lights, two floors of the Leddy Library have been selected for conversion, because of a higher rate of return and overall environmental improvement to a building utilized by all members of the academic community. The project would involve replacement of approximately 35% of the existing incandescent and 100% of the existing florescent fixtures, with high efficiency T8 lamps, ballasts and reflectors ballasts and reflectors.

Wilfrid Laurier University

- *Energy Conservation Project -- \$ 175,000*

This proposal allows for funding of alterations or retrofits to existing energy components of the plant, which were recommended in an Ontario Hydro Energy Audit. The Audit recommended the following as projects with significant paybacks:

1. Conversion of electric humidification components to alternatives such as small gas-fired units.
2. Conversion of electric pool heaters and dryers to gas.
3. Chiller optimization retrofits.
4. Lighting retrofits to energy-efficient units.

92-VII Existing Program Funding and New Degree Designation Reviews for Ryerson Polytechnical Institute

1.0 Introduction

In this Memorandum, the Ontario Council on University Affairs recommends on the continued funding eligibility of the following eight undergraduate programs at Ryerson Polytechnical Institute in accordance with the procedure for the Ryerson Program Review Process established in Advisory Memorandum 84-V "Program Funding Procedures for Ryerson Polytechnical Institute" (see Section 2.0):

- 2.1 Diploma and Bachelor of Technology (Industrial Engineering) (BTech)
- 2.2 Diploma and Bachelor of Technology (Mechanical Engineering) (BTech)
- 2.3 Diploma and Bachelor of Applied Arts (Nursing) (BAA) (Basic & Post-Diploma)
- 2.4 Diploma in Social Work and Bachelor of Social Work (BSW)
- 2.5 Bachelor of Technology (Architectural Science) (BTech)
- 2.6 Bachelor of Applied Arts (Photographic Arts) (BAA)
- 2.7 Bachelor of Applied Arts (Urban and Regional Planning) (BAA)
- 2.8 Bachelor of Applied Arts (Early Childhood Education) (BAA)

In 1991, Council provided advice to the Minister regarding the future degree-granting authority and status of Ryerson Polytechnical Institute as an institution.¹ This advice was duly responded to by the Minister.² Council notes that revisions to the Ryerson Act are currently being considered by the Minister, and that it is the Minister's intention to pursue such changes within Government in the future.

Before addressing the individual programs evaluated, Council would like to take this opportunity to highlight two significant points that surfaced from the eight undergraduate program reviews.

Firstly, Council notes that, although library resources have been deemed adequate to support the reviewed programs, the future of library resources has been raised as a concern by various Ryerson librarians. While many of Ryerson's programs contain a practical emphasis in which hands-on experience is a significant aspect of the course content, currency and relevance, in library resources, are important elements for the academic quality of all Ryerson programs that should not be understated. Council believes that more cost-efficient

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1. Ontario Council on University Affairs, "Advisory Memorandum 91-VII: The Development of Ryerson Polytechnical Institute".
 2. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, October 23, 1991.

ways must be found to address the issue of making library materials available to students in the future. The introduction of new information retrieval systems, the development of new technologies in processing information, and the provision of additional funds for library resources are examples of the means of achieving such a goal.

Secondly, there has been a significant decline in the number of students who choose the three-year Diploma option since the last cycle of PREP reviews. Furthermore, these numbers are consistently small across the four programs reviewed which offer the three-year exit option. Ryerson students clearly prefer to complete a four-year Degree rather than a three-year Diploma. The explanation, advanced by Ryerson for this change in student preference, is the higher standards and increased expectations by employers and professional bodies.

Council also recommends on the appropriateness of Ryerson Polytechnical Institute granting Bachelor of Engineering (BEng) Degrees in Industrial Engineering, Mechanical Engineering and Civil Engineering. These requests were considered, in accordance with the procedures set out in Advisory Memorandum 87-X, "An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation". With regard to the proposals involving the issue of degree designation, Council has considered the advice of its Academic Advisory Committee (see Section 3.0).

2.0 Programs at Ryerson Polytechnical Institute Considered for Continued Funding Eligibility

2.1 RYERSON POLYTECHNICAL INSTITUTE

**Program Review Process Results
for the
Diploma and
Bachelor of Technology
in
Industrial Engineering
(BTech)
in accordance with
Advisory Memorandum 84-V**

On June 30, 1991, Ryerson Polytechnical Institute submitted the Diploma and Bachelor of Technology (Industrial Engineering) program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a Degree-Diploma continuum. It prepares students in the design, operation and management of complex manufacturing systems. Specialization options are offered in Management Science or Manufacturing Engineering. Graduates find employment opportunities in a broad range of industrial, management or manufacturing areas such as production/inventory control, operations research, computers and information systems, facilities planning and project management.¹

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies, and Council's recommendation, are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in April, 1991. The PRC consisted of eight members drawn from industry, Government and Ryerson Polytechnical Institute.

Data contained in the PRC report indicated that student demand for the program is strong. In fact, approximately two qualified applicants apply for every available position in the program. Annual enrolment increased slightly in 1988 from 41 year-one students to 47 year-one students in 1990.² There has been an average enrolment of 149 students in the program over the three-year period, from 1988 to 1990. However, total enrolment has declined slightly from 156 in 1988, to 130 in 1990. Each year, approximately 30 students graduate from the program.³

1. Ryerson Polytechnical Institute, Calendar 1991-92, p.196.

2. Ryerson Polytechnical Institute, "Additional Information Requested by the Ontario Council on University Affairs", June 9, 1992.

3. Ryerson Polytechnical Institute, Program Review Process, Industrial Engineering, Academic Quality Element, p.17.

Ryerson projects that future enrolment in the Industrial Engineering program, will increase. Ryerson indicates that it expects the recently granted conditional accreditation status, and the initiatives it has undertaken to increase the number of women entering Engineering programs, will increase student interest in the program.⁴ Data submitted by Ryerson indicates that year-one in-take levels will increase to 42 students and remain stable over the next five years, while total enrolment is expected to increase slightly, over this same time period, until a steady-state level of 135 students has been reached in the 1994/95 academic year.⁵

Data reviewed by the PRC indicates a strong societal demand for Industrial Engineers in the present as well as in the future. In fact, the PRC predicts there will be a shortfall in Industrial Engineers in the province over the next five years. One member of the PRC states:

I continue to be concerned with what I believe to be a very serious and long neglected problem in Canada, namely a deplorable lack of appreciation by all levels of Government of the need for skilled tradespeople and manufacturing expertise. The Ryerson Industrial Engineering program only scratches the surface in attempting to fill the pressing need for industrial engineering in the manufacturing industry.⁶

Ryerson indicates that graduates of the Industrial Engineering program find employment in the industrial and business sectors of the economy. Some of these include: primary and secondary manufacturing, transportation, communications, consulting and financial services.

An Employer Survey revealed that over 77% of the employers surveyed indicated that there would be some demand for graduates over the next five years. In fact, 15% felt that the demand for graduates of the program would be strong.⁷ Potential employers revealed Ryerson graduates hired in the past were placed in the following areas of specialization: Management/Supervisory (28%), Engineering Design (17%) and Production Engineering (11%).⁸

The PRC unanimously concluded that the Diploma and Bachelor of Technology (Industrial Engineering) program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. In fact, respondents of the Employer Survey stated that they would hire Ryerson graduates largely for their "better grasp and understanding of hands on knowledge".⁹

The PRC unanimously concluded that the Diploma and Bachelor of Technology (Industrial Engineering) program meets all aspects of the societal need criterion. The societal

4. Ryerson's Industrial Engineering program has been granted a three-year conditional accreditation status. A three-year conditionally-granted term is standard practice for new Engineering programs.

5. Ibid., "Enrolment & FFTE's Estimates".

6. Letter from Mr. A.C. Dancy, Manufacturing Manager, AMP of Canada to Dr. Bill White, Dean of Engineering and Applied Science, Ryerson Polytechnical Institute, May 14, 1991.

7. Ryerson Polytechnical Institute, Program Review Process, Industrial Engineering, Academic Quality, "Employer Survey".

8. Ibid., p. 52.

9. "Employer Survey", Ibid., p. 4.

need for program graduates was deemed significant. The Committee added, in their conclusions, that it believes future changes in the curriculum should reflect projected societal demands for:

- i) greater emphasis on communications;
- ii) better integration of the areas of Engineering with Business and Management; economic issues;
- iii) better integration of emerging technologies into the curriculum;
- iv) greater emphasis on the environmental impacts of the decisions taken by Engineers.¹⁰

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council. It was noted that the course content has undergone significant change since the last PRC review, as a result of the Baccalaureate program's transition from an Industrial Engineering Technology program to an Industrial Engineering program. The current program was designed to meet the Canadian Engineering Accreditation Board's (CEAB) requirements while maintaining a differentiation from other Engineering programs.

The objectives of the program are:

- 1. To educate students in the principles and the most up-to-date practices of Industrial Engineering.
- 2. To prepare its graduates for entering their first jobs in a productive capacity.
- 3. To produce graduates who can communicate well, who understand the society they live in and who are sensitive to their environment.
- 4. To prepare the graduates for achieving leadership positions in the Engineering profession.¹¹

In the first year of the program, the curriculum provides a general foundation in Engineering which is offered in common with the first year of the Aerospace and Mechanical Engineering programs. In the second, third and fourth years, students' course work is focused on Industrial Engineering. Other courses from other Engineering disciplines are also studied by students in these later years.

Ryerson's Industrial Engineering program was recently granted accreditation status by the CEAB. 1992 graduates of the program can now obtain status as Professional Engineers with the Association of Professional Engineers of Ontario (APEO) without writing additional course content exams.¹²

10. Ryerson Polytechnical Institute, Program Review Process, Societal Need Element, p. 2.

11. Ryerson Polytechnical Institute, Program Review Process, Industrial Engineering, Academic Quality Element, p. 4.

12. Ryerson's 1991 graduates of the Industrial Engineering program were required by the APEO to write five additional course content exams.

The program's faculty conduct some research. In addition, they are all active members of professional associations, and many maintain strong contacts with industry.¹³

There is a considerable inventory of computer and laboratory equipment available for students enrolled in the Industrial Engineering program.¹⁴ Computer facilities are available within the Department of Mechanical Engineering, as well as at the Centre of Advanced Technology Education (CATE).

A report, prepared by the Science and Technology Librarian, states that, in general, the collection of books, periodical and audiovisual items provided by the Ryerson library is quite adequate to support the Industrial Engineering program. However, it was also noted that all areas could be improved by the acquisition of a larger percentage of current literature, a better standards collection, a greater number of conference proceedings and more periodical subscriptions.¹⁵

The Academic Standards Committee, of the Ryerson Academic Council, reaffirmed the academic quality of the program of studies leading to the Diploma and Bachelor of Technology (Industrial Engineering) in May, 1991. The Academic Council approved the continuation of the program, on academic grounds, on May 7, 1991.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Diploma and Bachelor of Technology (Industrial Engineering) program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on June 19, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors, at its meeting on June 24, 1991, when it formally attested to the financial viability of the program.

4. Recommendation

By letter of June 25, 1991, Ryerson Polytechnical Institute informed Council that the Diploma and Bachelor of Technology (Industrial Engineering) program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested, on behalf of Ryerson, that OCUA recommend to the Minister that the Diploma and Bachelor of Technology (Industrial Engineering) program be deemed eligible for continued funding.

Council, having carefully reviewed the documentation regarding the Diploma and Bachelor of Technology (Industrial Engineering) program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

13. Ibid., p. 12.

14. Ryerson Polytechnical Institute, Program Review Process, Industrial Engineering Program. Academic Quality Element, p. 12.

15. "Summary of Ryerson's Library Holdings to Support the Industrial Engineering Program", Ibid.

Accordingly, Council *recommends to the Minister:*

OCUA 92-35

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND BACHELOR OF TECHNOLOGY IN INDUSTRIAL ENGINEERING DEGREE PROGRAM AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and Bachelor of Technology in Industrial Engineering Degree program continue to be deemed eligible for counting for funding purposes.

2.2

RYERSON POLYTECHNICAL INSTITUTE

**Program Review Process Results
for the
Diploma and
Bachelor of Technology
in
Mechanical Engineering
(BTech)
in accordance with
Advisory Memorandum 84-V**

On June 30, 1991, Ryerson Polytechnical Institute submitted the Diploma and Bachelor of Technology (Mechanical Engineering) program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a Degree-Diploma continuum. Studies are provided in Fundamental Science, Mathematics, Engineering Science and Engineering Design. The program prepares students for career opportunities as Mechanical Engineers in a diverse range of industries including aerospace, construction and chemical processing. Graduates of this program also enter graduate programs in Engineering.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in April, 1991. The PRC consisted of eight members drawn from industry, Government, Ryerson Polytechnical Institute and the broader academic community.

Data contained in the PRC report indicates that student demand for the program is moderate to strong. In fact, approximately two qualified applicants apply for every available position in the program. Annual enrolment has declined from 134 year-one students in 1984 to 112 year-one students in 1990.¹ There has been an average total enrolment of 402 students in the program between 1988-1989 and 1990-91. However, total enrolment has declined from 439 in 1988, to 363 in 1990. Each year approximately 100 students graduate from the program.²

Ryerson projects that future enrolment in the Mechanical Engineering program will increase slightly. Ryerson believes that the recently-achieved accreditation status will increase the student demand for the Mechanical Engineering program in the future.³ Data submitted by Ryerson indicates that year-one in-take levels will increase to 120 students, and remain stable over the next five years, while total enrolment is expected to increase slightly as well over this same time period, until a steady-state of 372 students has been reached in the 1994-95 academic year.⁴

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1. Ryerson Polytechnical Institute, Program Review Process, Mechanical Engineering, Academic Quality Element, p. 18.
 2. Ryerson Polytechnical Institute, Program Review Process, Mechanical Engineering, Academic Quality Element, p. 18.
 3. Ryerson's Mechanical Engineering program has been granted a three-year conditional accreditation status. A three-year conditionally-granted term is standard practice for new Engineering programs.
 4. "Enrolment & FFTE's Estimates", Ibid.

A recent Employer Survey of 29 companies revealed, that over 50 percent of the employers surveyed felt that there would be some need for graduates in the future.⁵ Potential employers indicated that Ryerson graduates hired in the past were placed in the following areas of specialization: Engineering Design (18%), Production Engineering (15%), Testing and Evaluation (12%), Management/Supervisory (12%) and Plant Engineering Maintenance (12%).

Data, reviewed by the PRC, indicates a strong societal demand for Mechanical Engineers in the present as well as in the future. The PRC noted that the downturn in the economy has affected the societal need for Mechanical Engineers. However, the PRC predicts that the supply of engineers will continue to fall short of employer demand for the next five to ten years. In the Committee's view, this discipline appears to "hold its own" during such economic times largely "due to the fact that mechanical engineers can work for a wide range of industries in a wide range of capacities".⁶

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. In fact, one respondent of the Employer Survey stated that the "high level of practical experience that Ryerson graduates have is invaluable in actual applications".⁷ Similarly, one member of the PRC and an employer of Ryerson graduates, asserts that these are the type of skills needed from Mechanical Engineers in industry today.

[Ryerson's] strong academic program coupled with an applied subject emphasis is exactly what is needed by a large segment of the industry. You are wise in seeking high standards and in providing graduates which are outstanding in capability. As an employer of two such graduates I can only attest to the excellence of your program. I encourage you to keep up your standards and to sustain the continued excellence of your graduates.⁸

The PRC unanimously concluded that the Diploma and Bachelor of Technology (Mechanical Engineering) program meets all aspects of the societal need criterion. The societal need for program graduates was deemed significant.

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council. It was noted that the program's course content has undergone significant change since the last PRC review, in 1982-83, as a result of the program's transition from a Mechanical Engineering Technology program to a Mechanical Engineering program. The current program was designed to meet the Canadian Engineering Accreditation Board's (CEAB) accreditation requirements, while maintaining a differentiation from other Engineering programs.

5. "Employer Survey and Analysis", Ibid.

6. Ryerson Polytechnical Institute, Program Review Process, Mechanical Engineering, Societal Need Element, p. 5.

7. "Employer Survey and Analysis", Ibid.

8. Letter from Mr. D. L. Allen, Chairman and Vice-President, Engineering, Vibron Limited to Dr. W. E. White, Dean of Engineering and Applied Science, Ryerson Polytechnical Institute, May 6, 1991.

Ryerson's Mechanical Engineering curriculum includes broadly-based courses in Design and Manufacturing, Energy and Flow Process, with opportunity for concentration in one or more of these areas. Courses include a blend of theory and practice. A balance of liberal arts and complementary studies has been drawn into the curriculum in order to facilitate the student's ability to communicate and to possess a wider understanding of the modern technological society.⁹

Ryerson's Mechanical Engineering program was recently granted accreditation status by the CEAB. 1992 graduates of the program can now obtain professional status with the Association of Professional Engineers of Ontario (APEO), without writing additional course content exams.¹⁰

The program's faculty conduct some research. In addition, they are all active members of professional associations, and many maintain strong contacts with industry.¹¹

There is a considerable inventory of computer and laboratory equipment available for students enrolled in the Mechanical Engineering program.¹² Computer facilities are available within the Department of Mechanical Engineering, as well as the Centre of Advanced Technology Education (CATE).

A report prepared by the Science and Technology Librarian states that, in general, the library collection supporting the program is adequate. However, it was noted that more money will be needed, in the future, to maintain an up-to-date collection. In particular, publications geared to specific aspects of the field of Mechanical Engineering, such as books on Fluid Mechanics, Fabrication Engineering and Engineering Graphics will be needed.¹³

The Academic Standards Committee of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Diploma and Bachelor of Technology (Mechanical Engineering) in May, 1991. The Academic Council approved the continuation of the programs, on academic grounds, on May 7, 1991.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Diploma and Bachelor of Technology (Mechanical Engineering) program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on June 19, 1991, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors, at its meeting on June 24, 1991, when it formally attested to the financial viability of the program.

4. Recommendation

By letter of June 25, 1991, Ryerson Polytechnical Institute informed Council, that the Diploma and Bachelor of Technology (Mechanical Engineering) program was positively

9. Ryerson Polytechnical Institute, 1991-92 Calendar, p. 221.

10. 1991 graduates of Ryerson's Mechanical Engineering program were required, by the APEO, to write five additional course content exams.

11. Ibid., p. 10.

12. Ibid., p. 10.

13. "Summary of Ryerson's Library Holdings to Support the Industrial Engineering Program", Ibid.

reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested, on behalf of Ryerson, that OCUA recommend to the Minister that the Diploma and Bachelor of Technology (Mechanical Engineering) program be deemed eligible for continued funding.

Council, having carefully reviewed the documentation regarding the Diploma and Bachelor of Technology (Mechanical Engineering) program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program, and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 92-36

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND THE BACHELOR OF TECHNOLOGY IN MECHANICAL ENGINEERING DEGREE PROGRAM AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and the Bachelor of Technology in Mechanical Engineering Degree program continue to be deemed eligible for counting for funding purposes.

2.3

RYERSON POLYTECHNICAL INSTITUTE

**Program Review Process Results
for the
Diploma and
Bachelor of Applied Arts
in
Nursing
(BAA)
(Basic and Post-Diploma)
in accordance with
Advisory Memorandum 84-V**

On January 31, 1992, Ryerson Polytechnical Institute submitted the Diploma and Bachelor of Applied Arts (Nursing) programs (Basic and Post-Diploma) to the Ontario Council on University Affairs, for a recommendation regarding continuation of funding.

The four-year basic program is offered on a Diploma-Degree continuum. It includes Nursing courses that are complemented by a strong emphasis on basic physical sciences, such as Physiology and Chemistry. The program is characterized by small class size, group work, simulated professional exercises and work with patients in health care facilities.¹ Clinical experience, in Metro Toronto locations, begins in the second semester of the program. Students wishing to graduate with a Diploma in Nursing exit after year three of the program.

A two-year Degree program is also offered by Ryerson to Registered Nurses who currently hold a Diploma in Nursing. Students enrolled in the Post-Diploma program may complete their Degree on a full-time or part-time basis. Diploma graduates develop an analytical approach to nursing practice and expand their understanding of how they, as nursing practitioners, integrate with the rest of the health care system.²

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in January, 1991. The PRC consisted of eight members drawn from hospitals, government, Ryerson and the broader academic community.

The first students were admitted into the four-year Degree program in 1988. Prior to 1988, only the Diploma and Post-Diploma programs were offered by Ryerson.

Data contained in the PRC report indicates that student demand for the Nursing programs at Ryerson has recently declined, but remains strong. Applicant data for the Basic Degree program indicates that there has been a decline in the number of applicants applying to the program. In 1988, 819 students applied to the program compared to 633 in 1990. A similar pattern of decline is indicated in the applicant data for the Post-Diploma program. In 1988, 327 students applied to the program compared to 262 in 1990.³

Admission data for both programs, between 1988 and 1990, follows a similar pattern of decline. In 1988, 178 Basic Degree program students and 143 Post-Diploma students were admitted into Ryerson Nursing programs whereas in 1990, 139 Basic Degree program students and 97 Post-Diploma students were admitted.

1. Ryerson Polytechnical Institute, 1991-92 Calendar, p. 226.

2. Ibid., p. 227.

3. Ryerson Polytechnical Institute, Program Review Process, Nursing Program, Societal Need Element, p. 29.

The PRC notes that the decline in the number of students applying to Ryerson's Nursing programs is consistent with provincial and national demand trends for Nursing education. The Committee also notes that the decrease in the number of admitted students was part of the planned phase-in of the four-year Basic Degree program which was to be offered within existing resources.⁴ A steady-state year-one enrolment of 136 students and a total enrolment of 445 students are projected to be achieved in the Basic Degree program by 1994-95.

A 1989 Alumni Survey of 145 Post-Diploma graduates, from 1982-1988, reveals that Ryerson graduates hired in the past accepted their first positions with the following employers: hospitals (48%), public health departments (22%), visiting nurse agencies (14%) and colleges/universities (14%). The respondents also indicated that they are currently employed with the following employers: hospitals (39%), visiting health departments (22%), colleges/universities (13%), and community agencies (6%).⁵

There are a broad range of positions available to graduates of the four-year Degree, three-year Diploma and Post-Diploma Degree programs. Post-Diploma alumni data revealed that the most frequently held positions by graduates are Public Health Nurse (20%), Clinical Instructor/Teaching Master(12%), Patient/Nurse Educator (9%), HN/NUA/Nsg Manager (8%), Staff Nurse (7%), and Coordinator/Director Education (7%).⁶

The PRC notes that there is an expected shortage of nurses, especially in the Toronto area. Over the next 30 years, the increasingly aging population is projected to increase the demand for health care in Ontario significantly. Ryerson Nursing graduates are not expected to have difficulty finding employment as health care professionals.⁷ As well, the PRC notes that the changing demographic mix of the population is expected to expand the breadth of skills required of nursing professionals.

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. Survey data, gathered by Ryerson, indicates that Ryerson's Nursing graduates are viewed as job-ready and desirable employees, usually in acute and long term care institutions.⁸ Similarly, one employer summarized that Ryerson graduates are "more practice oriented than theoretical".⁹

The PRC unanimously concluded that the Diploma and Bachelor of Applied Arts (Nursing) programs (Basic and Post-Diploma) meet all aspects of the societal need criterion. The societal need for program graduates was deemed significant. The Committee also had

4. Ibid., p. 27.

5. Ibid., p. 41.

6. Ibid., p. 52.

7. Ibid., p. 40.

8. Ibid., p. 40.

9. Ryerson Polytechnical Institute, Program Review Process, Nursing Program. Academic Quality Element, p. 46.

a number of recommendations regarding the future development of the Nursing programs at Ryerson.¹⁰

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

The purpose of the Basic Degree program is to prepare graduates, who are able to meet the challenges of the new and expanding role of nursing in today's society. The curriculum reflects the pluralistic view of nursing with the intent to prepare graduates who are capable of utilizing various nursing and related theories to direct their nursing practice.¹¹ It includes a balance of professional, professionally-related and liberal studies courses.

The Post-Diploma program is designed to prepare more liberally-educated nurses to function in a variety of roles and health care settings. The program provides an opportunity for Diploma Nursing graduates to develop an analytical approach to nursing practice, and to expand their understanding of how they, as practitioners, integrate with the rest of the health care system.¹² The program consists of four semesters, completed in two academic years for full-time students, and up to eight academic years for part-time students. The curriculum includes a mix of theoretical and clinical course work.

Graduates of the Basic Degree and Diploma program qualify to write the College of Nurses registration examination. Those Ryerson Diploma graduates, wishing to obtain professional status, must complete an additional four-week clinical practicum in order to qualify to write these examinations.

Faculty members are drawn from a variety of clinical settings, including Community Health, Acute Care, Psychiatric In-Patient Units and Community Psychogeriatric Services. Many of the program's faculty members conduct research. Supervision of clinical courses contributes to the maintenance of the faculty's clinical competence. Many faculty members are active participants on committees associated with both professional and health organizations.¹³

Ryerson indicates that the facilities, including laboratories, classrooms, clinical facilities and student space, are generally adequate to support the program; however, it was noted that more offices are needed to accommodate regular faculty in private space.

A report from the Education and Life Sciences Librarian indicates that the library book, periodical, and audio-visual sources are adequate to meet the needs of Nursing students. It was, however, noted that "efforts should be made to secure additional funding for the program's library needs to ensure that the currency and relevance of these collections is maintained".¹⁴

10. For details regarding these recommendations, see page 3 of the Ryerson document: Program Review Process, Nursing Program, Societal Need Element.

11. Ryerson Polytechnical Institute, Program Review Process, Nursing Program, Academic Quality Element, p. 6.

12. Ryerson Polytechnical Institute, 1991-92 Calendar, p. 227.

13. Ryerson Polytechnical Institute, Program Review Process, Nursing Program, Academic Quality Element, p. 65.

14. Ibid., p. 81.

The Academic Standards Committee, of the Ryerson Academic Council, reaffirmed the academic quality of the program of studies leading to the Diploma and the Bachelor of Applied Arts (Nursing) (Basic and Post-Diploma) in November, 1991. The Academic Council approved the continuation of the program, on academic grounds, on November 5, 1991.

3. Assurance of Financial Viability

The Board of Governors, of Ryerson Polytechnical Institute, considered the financial viability of the Diploma and Bachelor of Applied Arts (Nursing) programs (Basic and Post-Diploma). After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 7, 1992, the Finance Committee endorsed the financial viability of the programs. The recommendation was accepted by the Board of Governors at its meeting on January 13, 1992 when it formally attested to the financial viability of the programs.

4. Recommendation

By letter of January 31, 1992, Ryerson Polytechnical Institute informed Council that the Diploma and Bachelor of Applied Arts (Nursing) programs (Basic and Post-Diploma) were positively reviewed with respect to their continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested, on behalf of Ryerson, that OCUA recommend to the Minister that the Diploma and Bachelor of Applied Arts (Nursing) programs (Basic and Post-Diploma) be deemed eligible for continued funding.

Council, having carefully reviewed the documentation regarding the Diploma and the Bachelor of Applied Arts (Nursing) programs (Basic and Post-Diploma), is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the programs and that the programs meet Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 92-37

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA PROGRAM AND THE BACHELOR OF APPLIED ARTS IN NURSING DEGREE PROGRAMS (BASIC AND POST-DIPLOMA) AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Diploma program and the Bachelor of Applied Arts in Nursing Degree programs (Basic and Post-Diploma) continue to be deemed eligible for counting for funding purposes.

2.4

RYERSON POLYTECHNICAL INSTITUTE

**Program Review Process Results
for the
Diploma in Social Work
and the
Bachelor of Social Work
(BSW)
in accordance with
Advisory Memorandum 84-V**

On January 31, 1992, Ryerson Polytechnical Institute submitted the Diploma in Social Work program and Bachelor of Social Work program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This program is offered on a Diploma-Degree continuum, comprising a combination of social work and liberal studies courses and field practicum experiences in social work settings. The curriculum prepares students for generalist social work practice with individuals, families, groups and communities, at interpersonal and policy levels. Students have the option to pursue a minor in Family Resource Development, Health Promotion or Public Administration.¹

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality, and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in February, 1991. The PRC consisted of nine members drawn from social service agencies, labour, the public sector and the broader academic community.

Student demand for full-time and part-time Bachelor of Social Work studies at Ryerson is exceptionally strong. Ryerson has consistently received applications, from 400 to 500 qualified applicants, for approximately 120 full-time positions over the past six years. The School of Social Work has responded to a request from the Toronto Metropolitan Children's Aid Society and the Catholic Children's Aid Society to provide part-time BSW studies for their BA graduate employees, and has initiated an outreach part-time BSW program in the Welland area to Niagara College Social Services graduates. The School also offers advanced standing to CAAT Social Services graduates, in response to the increased demand from these graduates for access to a Baccalaureate Social Work education.

The number of students exiting after year-three with a Diploma in Social Work has decreased dramatically in recent years, while the number of students pursuing the Degree option has increased. In 1985-86, 74 students graduated with a Diploma while 62 graduated with a Degree. By 1990-91, only four students graduated with a Diploma and approximately 100 with the Degree.²

A Survey of Employing Agencies, conducted in the summer of 1990 by the School of Social Work, identified perceptions of current and anticipated societal needs in the fields of social work. These agencies indicated that current societal needs in the areas of child abuse

1. Ryerson Polytechnical Institute, Calendar 1991/92, pp. 254-5.

2. Op.cit., Academic Quality Element, p. 43.

and poverty will intensify, as will needs for practice skills in crisis intervention. The survey data also indicated an increased need for writing skills in assessments, reports, accountability, and credibility, as well as increased need in agency conflict resolution and computer skills.³

An Alumni Survey, conducted in November, 1989, indicated that most graduates are currently employed in the fields of social work and social welfare, with a high percentage directly involved in a practice involving families and individuals. The Survey also indicated that graduates are predominantly employed in child welfare, services to the elderly and medical social work.⁴

Ryerson's program in Social Work is one of the few programs leading to a Bachelor of Social Work Degree which admits students directly into Social Work in the first year of undergraduate study. Bachelor of Social Work students are required to take 12 full-year courses in Social Work, along with practical work in the second, third and fourth years of the program. Most ESW programs are comprised of 10 to 11 full Social Work courses, and practical work in the third and fourth years only.

The applied nature of the Bachelor of Social Work program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. In fact, the Academic Council notes: "With over 1,000 hours of supervised field instruction, Ryerson's program is one of the most intensively focused on field work education [in Ontario]"⁵

The PRC unanimously concluded that the Diploma in Social Work and Bachelor of Social Work program meet all aspects of the societal need criterion and provides high quality applied professional education.

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

The School of Social Work is committed to the provision of an undergraduate Degree program, which equips students with the theoretical knowledge and practical experience to assume positions in the delivery of social services in an urban environment. It promotes an orientation to social work practice that encompasses the need for individual and social change, with particular emphasis on the needs of the poor and marginalized populations.⁶

Ryerson offered the Bachelor of Applied Arts Degree in Social Work prior to 1991. The Degree designation was changed, in 1991, to Bachelor of Social Work to reflect that the program was indeed a Social Work program, and not a General Arts program with some Social Work content.⁷

The curriculum content has not changed significantly since 1981-82. However, in accordance with Ryerson's general curriculum guidelines with respect to the percentage of

3. Ryerson Polytechnical Institute, Program Review Process. Social Work Program, Societal Need Element, September 1991, p. 20.

4. Table 1, Ibid., p. 18.

5. Ibid., p. 33.

6. Ryerson Polytechnical Institute, Program Review Process. Social Work Program, Academic Quality Element, September 1991, p. 3.

7. Ryerson Polytechnical Institute, School of Social Work, Proposal for Degree Designation Change, Submitted by Dr. Ellen Sue Mesbur, Director, January 23, 1990, p. 5.

courseload and the number of hours of study in professional, professionally-related and liberal studies courses, a number of courses have been restructured. This has resulted in a reduction in the percentage of professional courses and an increase in the percentage of liberal studies courses.

The program has been accredited with the Canadian Association of Schools of Social Work (CASSW) since 1982. Graduates are eligible for membership, and students are eligible for student membership in the Ontario Association of Professional Social Workers (OAPSW). Graduates of the program are also eligible to join the Ontario College of Certified Social Workers upon completion of two years of professionally-supervised practice.

Faculty are engaged in scholarly and community work. They have specialized knowledge and expertise in many areas, including child and family welfare, race relations, gerontology and AIDS.

A report, on the School's facilities, indicates that sufficient space is a concern for both faculty and students. The nature of field consulting requires that faculty have access to private office space. Currently, this necessity is being accommodated by full-time faculty sharing office space with part-time faculty on a scheduled basis. The field work office requires upgrading, both in terms of space and computer equipment, in order to provide students with improved access to field agency files and the computerized information system. The Communication Skills Laboratory, equipped with various materials for experiential learning, is in constant use by faculty teaching first-year students. Due to the length of the labs and the number of labs required, other, less equipped classrooms must also be used for this purpose.

A report conducted by the temporary Librarian concluded that the collection currently provides satisfactory support to the Social Work program. However, concern was expressed over the currency of the collection. In the report, the temporary Librarian stated: "attention now to building a more current collection is of the utmost importance if this collection is to continue to be able to provide support to the Social Work Program."⁸ The lack of currency, and the deterioration of the monograph collection, were viewed as areas of concern.

The Academic Standards Committee, of the Ryerson Academic Council, reaffirmed the academic quality of the program of studies leading to the Diploma in Social Work and Bachelor of Social Work in November, 1991. The Academic Council approved the continuation of the programs, on academic grounds, on December 4, 1991.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Diploma in Social Work program and the Bachelor of Social Work program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 13, 1992, the Finance Committee endorsed the financial viability of the programs. The recommendation was accepted by the Board of Governors at its meeting on January 27, 1992 at which it formally attested to the financial viability of the programs.

4. Recommendation

By letter of January 31, 1992, Ryerson Polytechnical Institute informed Council that the Diploma in Social Work program and the Bachelor of Social Work program were positively reviewed with respect to their continuation on the basis of societal need, academic quality and financial viability.

8. "Social Work Collection Evaluation, Ryerson Library", *Ibid.*, p. 83.

The President of Ryerson, therefore, formally requested, on behalf of Ryerson, that Council recommend to the Minister that the Diploma in Social Work program and the Bachelor of Social Work program be deemed eligible for continued funding.

Council, having carefully reviewed the documentation regarding the Diploma in Social Work program and the Bachelor of Social Work program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the programs, and that the programs meet Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 92-38

*CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING DIPLOMA
IN SOCIAL WORK PROGRAM AND THE BACHELOR OF SOCIAL WORK
PROGRAM AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING
PURPOSES*

THAT enrolment in the Diploma in Social Work program and the Bachelor of Social Work Degree program continue to be deemed eligible for counting for funding purposes.

2.5

RYERSON POLYTECHNICAL INSTITUTE

**Program Review Process Results
for the
Bachelor of Technology
in
Architectural Science
(BTech)
in accordance with
Advisory Memorandum 84-V**

On January 31, 1992, Ryerson Polytechnical Institute submitted the Bachelor of Technology (Architectural Science) program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

Ryerson's Architectural Science program is a unique undergraduate program which amalgamates the study of art, science, technology and management, and applies it to the built environment. The program consists of two foundation years and two concentration years. Concentration options are available in Architecture, Building Science and Project Management. Graduates of this program find career opportunities in the development, construction and consulting industries, performing duties related to design development, working drawings, technical services and construction implementation.¹

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in November, 1991. The PRC consisted of seven members drawn from business, industry, government, Ryerson and the broader academic community.

Data, contained in the PRC report, indicated that student demand for the program is strong. In fact, approximately two qualified applicants apply for every available position in the program. Annual enrolment has increased from 84 year-one students in 1986, to 137 year-one students in 1990.² There has been an average total enrolment of 407 students in the program over the five-year period, from 1986 to 1990. However, total enrolment has only increased from 381 in 1986, to 454 in 1990. Each year, approximately 65 students graduate from the program.

An employer survey, of approximately 90 respondents, revealed that over 72 percent of the employers surveyed felt that the future need for graduates of the program will be moderate to strong.³ Potential employers, primarily from architectural and consulting firms and the construction and development industries, indicated that the Ryerson graduates hired, in the past, were placed in the following areas of specialization: Project Management/Administration (10%), Working Drawings (10%), Estimating and Cost Control (9%), Specifications (8%) and Design Development (7%).

There are a broad range of positions available to graduates. Employer survey data revealed that the most frequently held positions by graduates of the program are: Project

1. Ryerson Polytechnical Institute, Program Review Process, Architectural Science Program, Societal Need Element, p. 34.

2. Ibid., p. 48.

3. Ibid., p. 38.

Manager (40%), Architectural Design Assistant (18), Job Captain (16%), Building Science Specialist (15%) and Site Manager (7%).⁴

Ryerson argues that its Architectural Science program is unique and differs from other Architecture Degree programs in Ontario, in a variety of ways. The University of Toronto, Carleton University and the University of Waterloo offer five-year Bachelor of Architecture Degree programs. Ryerson argues that these programs do not offer options in Project Management or Building Science and primarily feed the Design stream of architecture. Ryerson also indicates that graduates of the Architectural Science program pursue careers in a broader array of design/building fields than graduates of the more traditional architectural programs. Some of these include: Engineering, Construction, Urban Planning and Government Service Sectors.

This program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. In fact, Ryerson argues that graduates of the Architectural Science program assume active roles within the general construction industry.⁵

The PRC unanimously concluded that the Bachelor of Technology (Architectural Science) program meets all aspects of the societal need criterion. The societal need for program graduates was deemed significant.

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

The basic objective of the Architectural Science program is "to provide students with a foundation of knowledge upon which an individual may achieve the requisite skills to plan for and execute architecture, within the context of a dynamic and complex society."⁶ Accordingly, the curriculum involves the integration of a broad and diverse body of knowledge including art, science, technology and management.

The first two years of the program provide students with a foundation of principles for the study of social, technical, political, economic and environmental issues, and their application in the resolution of a broad range of architectural problems.⁷

The third and fourth years of the program consist of a concentration of studies in one of the three focus subject areas -- Architecture, Building Science or Project Management. The student is expected to develop and apply theory learned in previous lecture courses to simulated real-life problems in design and workshop projects.

Studio space and computer facilities are available to students of the Architectural Science program. Other services and equipment are also available to students to aid them in the completion of projects and presentations. Some of these include -- darkrooms, whiteprinting machines, modelmaking areas and a learning resource centre.

A report from the Geography, Planning and Design Librarian, concludes that "the books, periodical and audio-visual collections are of sufficient quantity and quality to support

4. Ibid., p. 38.

5. Ibid., p. 29.

6. Ibid., p. 5.

7. Ibid., p. 7.

the Architectural Science program"⁸. It was, however, noted that the collection would benefit significantly from more titles, an increased duplication of individual titles, a wider range of periodical titles and more films and videotapes. The Librarian's report further states that the program's emphasis on individual assignments and projects necessitates student access to a good and comprehensive collection.

The Academic Standards Committee, of the Ryerson Academic Council, reaffirmed the academic quality of the program of studies leading to the Bachelor of Technology (Architectural Science) in January, 1992. The Academic Council approved the continuation of the program, on academic grounds, on February 4, 1992.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Technology (Architectural Science) program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 13, 1992, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors, at its meeting on January 27, 1992, which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 31, 1992, Ryerson Polytechnical Institute informed Council that the Bachelor of Technology (Architectural Science) program was positively reviewed with respect to its continuation, on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested, on behalf of Ryerson, that OCUA recommend to the Minister that the Bachelor of Technology (Architectural Science) program be deemed eligible for continued funding.

Council, having carefully reviewed the documentation regarding the Bachelor of Technology (Architectural Science) program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 92-39

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING BACHELOR OF TECHNOLOGY PROGRAM IN ARCHITECTURAL SCIENCE AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Bachelor of Technology program in Architectural Science continue to be deemed eligible for counting for funding purposes.

8. Ryerson Polytechnical Institute, Program Review Process, Architectural Science Program, Academic Quality Element, p. 190.

2.6

RYERSON POLYTECHNICAL INSTITUTE

**Program Review Process Results
for the
Bachelor of Applied Arts
in
Photographic Arts
(BAA)
in accordance with
Advisory Memorandum 84-V**

On January 31, 1992, Ryerson Polytechnical Institute submitted the Bachelor of Applied Arts (Photographic Arts) program to the Ontario Council on University Affairs for a recommendation, regarding continuation of funding.

This program, which is administered by the Department of Film and Photography, has been significantly restructured since it was last reviewed by Council. Options are now offered in Film Studies, Media Arts and Still Photography Studies.

Council was provided with detailed internal studies, conducted by Ryerson Polytechnical Institute, regarding the societal need for the program, its academic quality and financial viability. The results of these studies and Council's recommendation are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in May, 1989. The PRC consisted of nine members drawn from business, industry, labour, the public sector and the broader academic community.

Student demand, for all three options, has been strong since the restructured program was first implemented in 1985. Over the period 1985 to 1988, the ratio of qualified applicants to the number of available student places for each option has been approximately constant as follows:

Film Studies	4:1
Media Arts	2:1
Still Photography Studies	3:1 ¹

No significant decrease in demand is anticipated by the Department of Film and Photography for any of the options.

When the PRC was conducting its review, no data were available that indicated employment opportunities for graduates, since no students had yet graduated from the restructured program. A survey of the first graduates of the program has since been conducted. The results indicate that most of these graduates are working in job-related fields. A number of them are self-employed, and some are continuing their studies. Other graduates are employed in photography laboratories, recording companies and film production.²

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1. Ryerson Polytechnical Institute, Program Review Process, Societal Need Element, Film and Photography Program, pp. 34-8.
 2. Ryerson Polytechnical Institute, Program Review Process, Academic Quality Element, Film and Photography Program, pp. 96-101.

A comparison of the options offered by Ryerson in the Photographic Arts, with similar programs in Ontario, indicates that the curricula of Ryerson's Film Studies and Still Photography Arts options are significantly more rich in professional courses than the curricula of other programs available. The Media Arts option of the program is unique in Ontario.³

The applied nature of this program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful.

The PRC unanimously concluded that the Bachelor of Applied Arts (Photographic Arts) program meets all aspects of the societal need criterion, and provides high-quality applied professional education.

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

The program's objective is to prepare students effectively and thoroughly for a career path in the visual arts, or in contemporary media, by providing them with a balance of applied skills and theoretical understanding.⁴ The Film Studies option is structured to produce graduates who can function effectively, and responsibly, in the moving picture industries and who can adapt to change.⁵ The Media Arts option is designed for students "...who wish to work with photographic and/or electronic media towards a career in visual and audio-visual art and design as artists, designers, managers/directors and critics."⁶ The Still Photography Studies option prepares graduates for a number of photographic occupations, including commercial studio, professional freelance, industrial photography and photojournalism.⁷

The Photographic Arts program has changed significantly since it was last reviewed by Council. Prior to Fall 1985, the curriculum consisted of a common year-one for all students and five options in the upper years. Changes in the curriculum were made to provide students with additional depth in specific areas and in new technologies. To achieve this, the common year-one was eliminated, and the five options were collapsed into three options which students would enter directly in year-one of the program.

The curriculum of the existing program has been modified slightly since it was first introduced. Curricular emphasis on the business aspects of film, media and photography has been strengthened, and a stronger emphasis has been placed on writing and communication skills, particularly in the admissions process and in the first two years of study in each option.

A senior project must now be completed by all year-four students of the Film Studies and Media Arts options. In Still Photography Studies, students usually assemble a portfolio comprised of the production components of their final year, although this is not an academic requirement. Students, in all options, are encouraged to take advantage of the many faculty

3. Ibid., pp. 104-6.

4. Ibid., p. 7.

5. Ibid., p. 7.

6. Ibid., p. 9.

7. Ibid., p. 11.

contacts in the media industry, government and the arts for summer and part-time employment.

The Department of Film and Photography is nationally recognized for the breadth of its faculty.⁸ Two-thirds of the faculty members teach in more than one option of the program and six teach in all three options. Faculty are actively engaged in research and creative activities.

Within the Photographic Arts Centre, which houses the Department of Film and Photography, students have access to facilities such as an animation studio, film editing rooms, a film laboratory for processing, and photographic, design, graphics and sculpture studios. Equipment such as lights, cameras, lenses, tape recorders, etc. are available to students. The Photographic Arts Centre also houses a Resource Centre, which holds a slide library, periodicals, a print collection, an article file, a book collection, documentaries and classic films, instructional video tapes, and an audiotape collection, supplementary to the collections held for support of the program in Ryerson's library.

A report of the library's holdings indicates that the quality of the collection is adequate to support the Photographic Arts program. In particular, reference and periodical collections are strong components of the collection. The report recommends that the book collection be improved in the areas of Film Theory, Film and Literature, Cinematography, and in subject areas relating to photography and communications.⁹

A report from Academic Computing, Ryerson Computing and Communications Services, indicates that computing requirements of students in the Department are met by the present and planned facilities of the Applied Arts Computer Graphics Centre. Computer Graphics Centre has 17 workstations providing facilities for applications suitable for teaching in the areas of graphic design, electronic publishing, electronic photography and imaging, and two- and three-dimensional animation. Negotiations are under way, with the Autodesk Corporation, for the provision of 20 additional imaging workstations. In addition, students have access to the Microcomputing Centre for wordprocessing and related activities.¹⁰

The Academic Standards Committee, of the Ryerson Academic Council reaffirmed the academic quality of the program of studies leading to the Bachelor of Applied Arts (Photographic Arts) in January, 1992. The Academic Council approved the continuation of the program on academic grounds on February 4, 1992.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Applied Arts (Photographic Arts) program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data, and steady-state projections in constant dollars, on January 13, 1992, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors at its meeting on January 28, 1992 at which it formally attested to the financial viability of the program.

8. Ibid., p. 7.

9. "Ryerson Library Holdings Supporting the Film and Photography Program", Ibid., pp. 132-48.

10. "Film and Photography Department Program Review Process--Evaluation of Ryerson Computing and Communications Services", Ibid., pp. 154-161.

4. Recommendation

By letter of January 31, 1992, Ryerson Polytechnical Institute informed Council that the Bachelor of Applied Arts (Photographic Arts) program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested, on behalf of Ryerson, that Council recommend to the Minister that the Bachelor of Applied Arts (Photographic Arts) program be deemed eligible for continued funding.

Council, having carefully reviewed the documentation regarding the Bachelor of Applied Arts (Photographic Arts) program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 92-40

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING BACHELOR OF APPLIED ARTS DEGREE PROGRAM IN PHOTOGRAPHIC ARTS AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Bachelor of Applied Arts Degree program in Photographic Arts continue to be deemed eligible for counting for funding purposes.

RYERSON POLYTECHNICAL INSTITUTE

Program Review Process Results for the Bachelor of Applied Arts in Urban and Regional Planning (BAA) in accordance with Advisory Memorandum 84-V

On January 31, 1992, Ryerson Polytechnical Institute submitted the Bachelor of Applied Arts (Urban and Regional Planning) program to the Ontario Council on University Affairs for a recommendation regarding continuation of funding.

This four-year program, administered by the School of Urban and Regional Planning, provides students with a strong background in the planning process and focuses on the importance of public involvement within this process.¹ Ryerson's metropolitan location provides for unique field-study opportunities and problem-solving exercises in a variety of locations. Minor concentrations are offered in Family Resource Development, Health Promotion and Public Administration.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies, and Council's recommendation, are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in October, 1990. The PRC consisted of eight members drawn from industry, the public sector and the broader academic community.

Student demand for the program is strong and has been increasing since 1985. In 1987, there were 142 qualified applicants for 80 positions. By 1990, there were 170 qualified applicants for 83 positions. The School of Urban and Regional Planning believes that this demand will continue to increase as societal emphasis on the environment continues.²

A 1990 survey of the program's alumni was conducted by the School of Urban and Regional Planning. It indicated that the program's graduates are predominantly employed as planners in local government, but that there are also significant numbers of graduates employed by private firms, provincial governments and consultants. Alumni have also found employment in land development, real estate fields and other jobs in public administration and law.³

A 1991 Employer Survey was also conducted by the School of Urban and Regional Planning. The results indicated that the demand for planners has been steady over the past five years, and that this demand is likely to remain constant over the next five years. The

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1. Ryerson Polytechnical Institute, Program Review Process, Urban and Regional Planning Program, Academic Quality Element, p. 5.
 2. Ryerson Polytechnical Institute, Program Review Process, Urban and Regional Planning Program, Societal Need Element, August 1991, p. 29.
 3. Ibid., p. 35.

survey also indicated that environment-related issues are emerging as an area of concern and interest for the planning profession.⁴

The applied nature of this program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful.

The PRC unanimously concluded that the Bachelor of Applied Arts (Urban and Regional Planning) program meets all aspects of the societal need criterion and provides high-quality applied professional education. The Committee notes the emergence of environmental issues as a substantive theme in planning and suggests that suitable courses become an integral part of the core curriculum and that cross-appointments be pursued in the environmental planning field.⁵

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

The objectives of the program are four-fold:

- to train students to comprehend and cope with continuing changes in the social, political, economic and technological aspects of urban society;
- to train students to envision and formulate concepts and objectives for improving local and regional environments, and to provide an understanding of how the process of change can be influenced in the public interest;
- for students to acquire the practical skills, which planners find useful, in solving urban problems and regional concerns; and
- to expose students to a wide range of planning experiences at the community, urban, regional and international levels.⁶

Only minor changes have been made to the curriculum since the last PREP cycle was conducted.⁷ The program provides students with applied planning experience, through required Field Research Project courses, taken in the second, third, and fourth years of study. The program also stresses communication and analytical skills, and encourages students to become familiar with other professions related to planning. Field trips are conducted to familiarize students with planning in other jurisdictions and in a variety of policy areas. Field camps located in Cyprus and Israel, and a student exchange program with Birmingham Polytechnic in England, provide a growing international component to the program.⁸

4. Ibid., p. 49.

5. "Formal Statement and Recommendations of the Urban and Regional Planning Program Review Committee", Ibid.

6. Ryerson Polytechnical Institute, Program Review Process, Urban and Regional Planning Program. Academic Quality Element, p. 5.

7. Ibid., p. 31.

8. Ibid., p. 5.

The School of Urban and Regional Planning at Ryerson is recognized by the Canadian Institute of Planners (CIP) and the Ontario Professional Planners Institute (OPPI). CIP allows the program's students to apply for student membership, and to move quickly to full membership after graduation and appropriate work experience is acquired. The School is a member of the Association of Canadian University Planning Programs and the Association of Collegiate Schools of Planning. Faculty have been active in both organizations.⁹

Within the School, each student has a work area (in first and second years) or a small lockable study carrel (in third and fourth years). Student areas are close to faculty offices, which has served to encourage contact between students and faculty.¹⁰ Students have access to a computer lab within the School, as well as to Ryerson's mainframe computing services.¹¹ A special planning document room in the library is also available to students which contains non-circulating, unpublished planning documents.¹²

A statement of the library's holdings in support of the Urban and Regional Planning program states that the books, periodicals and audio-visual collections are of sufficient quantity and quality to support the program. However, it states that these holdings would benefit from more and duplicate titles, a wider range of periodicals and more films and videotapes.¹³

The Academic Standards Committee, of the Ryerson Academic Council, reaffirmed the academic quality of the program of studies leading to the Bachelor of Applied Arts (Urban and Regional Planning) in December, 1991. The Academic Council approved the continuation of the program on academic grounds on December 3, 1991.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Applied Arts (Urban and Regional Planning) program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data and steady-state projections in constant dollars, on January 13, 1992, the Finance Committee endorsed the financial viability of the program. The recommendation was accepted by the Board of Governors, at its meeting on January 27, 1992, at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 31, 1992, Ryerson Polytechnical Institute informed Council that the Bachelor of Applied Arts (Urban and Regional Planning) program was positively reviewed with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested, on behalf of Ryerson, that Council recommend to the Minister that the Bachelor of Applied Arts (Urban and Regional Planning) program be deemed eligible for continued funding.

9. Ibid., p. 56.

10. Ibid., p. 69.

11. Ibid., p. 90.

12. Ibid., p. 69.

13. "Summary Statement of the Library's Holdings Relating to the School of Urban and Regional Planning Program". Ibid., p. 80.

Council, having carefully reviewed the documentation regarding the Bachelor of Applied Arts (Urban and Regional Planning) program, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the program and that the program meets Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 92-41

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING BACHELOR OF APPLIED ARTS IN URBAN AND REGIONAL PLANNING PROGRAM AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Bachelor of Applied Arts in Urban and Regional Planning program continue to be deemed eligible for counting for funding purposes.

2.8 RYERSON POLYTECHNICAL INSTITUTE

Program Review Process Results for the Bachelor of Applied Arts in Early Childhood Education (BAA) in accordance with Advisory Memorandum 84-V

On January 31, 1992, Ryerson Polytechnical Institute submitted the Bachelor of Applied Arts (Early Childhood Education) program to the Ontario Council on University Affairs for a recommendation regarding the continuation of funding.

This four-year program's dual focus on child care and education prepares students for employment in either of these fields. Some graduates take positions in community colleges, day nurseries, child care programs, and special programs for children with atypical needs. Others continue their studies at Faculties of Education, which upon completion of a BEd, qualifies them to teach in the Ontario publicly-funded school system. Diploma graduates, from the Colleges of Applied Arts and Technology, can apply for admission into year-three of the program in order to complete their Degree studies, either on a full-time or a part-time basis. Students are also offered the opportunity to take an interdisciplinary minor in either Family Resource Development or Health Promotion.

Council was provided with detailed internal studies conducted by Ryerson Polytechnical Institute regarding the societal need for the program, its academic quality and financial viability. The results of these studies, and Council's recommendation, are contained below.

1. Assurance of Societal Need

The societal need for this program was evaluated by a Program Review Committee (PRC) established in January, 1992. The PRC consisted of seven members drawn from the day-care industry, the public sector and the broader academic community.

Student demand was deemed to be strong by the PRC. In 1989-90, there were 327 qualified applicants to the four-year program for 70 places. Applications for advanced standing in year-three of the program have increased, both for full-time and part-time studies, since these options were first made available. In particular, the number of applications for full-time studies nearly doubled during the period 1987 to 1989, and for part-time studies nearly tripled during the period 1984 to 1989.¹ In 1990-91, 331 full-time and 101 part-time students were enrolled in the program.

Employers from community non-profit agencies, health care organizations, for-profit centres and elementary school settings, were surveyed by Ryerson's School of Early Childhood Education in December, 1990. The results indicated that employers in the community found Ryerson graduates much better prepared than graduates from similar programs in many skill areas including: interpersonal skills with clients (families and children), problem solving, verbal/written skills, leadership, and initiative and innovativeness.

1. Ryerson Polytechnical Institute, Program Review Process, Early Childhood Education, Societal Need Element, "Admission Statistics".

Eighty-five percent of the respondents indicated that, in the future, they expected the societal need for graduates to be "greater" than at present.²

An Alumni Survey was also conducted in 1989. The results revealed that approximately one-half (21) of the ECE graduates surveyed sought employment upon graduation and found it quickly. They were employed primarily as Day-Care Supervisors and Early Childhood Educators/Teachers. The other half (24) of the graduates surveyed were pursuing Bachelor of Education studies.³

There are programs at two Ontario universities that provide studies in Early Childhood Education. The University of Guelph offers a four-year Honours program which is similar, in structure, to Ryerson's program in that it includes professional, professionally-related and liberal arts courses, as well as practicum hours. Brock University offers a three-year Child Studies program which emphasizes child development, and a four-year Honours concurrent BA/BEd program which prepares students for the elementary school system.⁴ The PRC found the Ryerson program to be unique, rather than duplicative of the programs offered by these institutions.⁵

The applied nature of this program is completely consistent with Ryerson's role of offering programs oriented toward the practical and immediately useful. In fact, respondents of the 1990 Employer Survey indicated that the wide range of practicum experiences, which students receive during their course of study, facilitates the development of ECE graduates who can adapt their behaviours and skills to a variety of settings.⁶

The PRC unanimously concluded that the Bachelor of Applied Arts (Early Childhood Education) program meets all aspects of the societal need criterion and provides high quality applied professional education. Specifically, it concluded that the "...School's present program was determined to be at the 'cutting edge' of present and proposed policy and issue directions...", and "...was clearly meeting societal need and was in a position to respond to a number of emerging trends and needs."⁷

2. Assurance of Academic Quality

A review of the academic quality of the program was conducted by Ryerson's Academic Council.

The School of Early Childhood Education has developed the following mission statement:

The School of Early Childhood Education is a school of professional education committed to the advancement of the discipline through teaching and other scholarly activities, such as community service and research, which develop,

2. "Survey of Employers", Ibid.

3. "Graduate Survey: 1989", Ibid.

4. Ibid., p. 14.

5. Ibid., p. 3.

6. "Employer's Survey", Societal Need Element, p. 5.

7. Ibid., p. 4.

support, and challenge early childhood professionals, who will promote the quality of life for children and their families.⁸

A new curriculum was implemented in the Fall of 1987. Changes to the old curriculum were made in an attempt to:

- diversify the base of the program by incorporating the Social Sciences and Humanities into the core curriculum;
- delineate the core knowledge of the curriculum from knowledge which broadens and enhances the core, thereby allowing students greater latitude of choice in professional electives in the upper levels; and
- provide students with greater out-of-class research and study time.⁹

Graduates of the program may belong to a number of professional associations. These include: The Council for Exceptional Children; the Association of Early Childhood Education, Ontario; the Ontario Coalition for Better Child Care; The Canadian Child Day Care Advocacy Association; The Canadian Child Day Care Federation; The Canadian Association for Young Children and the National Association for the Education of Young Children. Students are encouraged to join at least one of these associations in order to experience an awareness of their future professional role.¹⁰

The presence of the Gerrard Resource Centre (GRC), and two campus laboratory child care settings, reinforces the delivery of the Early Childhood Education curriculum.¹¹ Documentation provided to the Academic Council indicated that the GRC, operated by the School of Early Childhood Education, "...is acknowledged throughout the province as an early pioneer and a current leader in the provision of family support services for young children."¹² This documentation also indicated that the Ryerson Early Learning Centre (RELC) and the Ryerson Infant Toddler Centre (RITC) function as "laboratory settings", and provide students with models of teaching practice in the care and education of young children.¹³

A report from the Education and Life Sciences Librarian indicates that book, periodical and audio-visual collections are adequate to support the Early Childhood Education program. However, the report suggests that "[e]fforts should be made to secure additional funding for the program's library needs to ensure that the currency and relevance of these collections is maintained."¹⁴

8. Ryerson Polytechnical Institute, Program Review Process, Early Childhood Education, Academic Quality Element, p. 6.

9. "Program Structure", Ibid., p. 45.

10. "External Recognition", Ibid., p. 74.

11. "Facilities and Equipment", Ibid., p. 87.

12. "Facilities and Equipment", Ibid., p. 87.

13. "Facilities and Equipment", Ibid., p. 86.

14. Appendix F, "Learning Resources Centre", Ibid.

The Academic Standards Committee, of the Ryerson Academic Council, reaffirmed the academic quality of the program of studies leading to the Bachelor of Applied Arts (Early Childhood Education) in December, 1991. The Academic Council approved the continuation of the program on academic grounds on December 3, 1991.

3. Assurance of Financial Viability

The Board of Governors of Ryerson Polytechnical Institute considered the financial viability of the Bachelor of Applied Arts (Early Childhood Education) program. After reviewing documentation pertaining to financial soundness, program contribution to Institute overhead, financial viability data and steady-state projections in constant dollars, on January 13, 1992, the Finance Committee endorsed the financial viability of the programs. The recommendation was accepted by the Board of Governors at its meeting, on January 27, 1992, at which it formally attested to the financial viability of the program.

4. Recommendation

By letter of January 31, 1992, Ryerson Polytechnical Institute informed Council that the Bachelor of Applied Arts (Early Childhood Education) program was positively reviewed, with respect to its continuation on the basis of societal need, academic quality and financial viability.

The President of Ryerson, therefore, formally requested, on behalf of Ryerson, that Council recommend to the Minister that the Bachelor of Applied Arts (Early Childhood Education) programs be deemed eligible for continued funding.

Council, having carefully reviewed the documentation regarding the Bachelor of Applied Arts (Early Childhood Education) programs, is satisfied that Ryerson has thoroughly considered all aspects of the need, quality and financial viability of the programs, and that the programs meet Council's criteria for continued funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 92-42

CONTINUED ELIGIBILITY OF ENROLMENT IN THE EXISTING BACHELOR OF APPLIED ARTS IN EARLY CHILDHOOD EDUCATION DEGREE PROGRAM AT RYERSON POLYTECHNICAL INSTITUTE FOR FUNDING PURPOSES

THAT enrolment in the Bachelor of Applied Arts in Early Childhood Education Degree program continues to be deemed eligible for counting for funding purposes.

3.0 Proposed New Degree Designations for Ryerson Polytechnical Institute

Council accepts the Academic Advisory Committee's advice, with respect to Ryerson Polytechnical Institute's request for authority to grant the Degree Designation of Bachelor of Engineering in Industrial, Mechanical and Civil Engineering (see Appendices A, B and C).

Accordingly, Council *recommends to the Minister:*

OCUA 92-43

AUTHORITY FOR RYERSON POLYTECHNICAL INSTITUTE TO GRANT THE BACHELOR OF ENGINEERING (BEng) DEGREE DESIGNATION IN INDUSTRIAL ENGINEERING

THAT Ryerson Polytechnical Institute be granted the authority to offer the Bachelor of Engineering (BEng) Degree designation in Industrial Engineering.

OCUA 92-44

AUTHORITY FOR RYERSON POLYTECHNICAL INSTITUTE TO GRANT THE BACHELOR OF ENGINEERING (BEng) DEGREE DESIGNATION IN MECHANICAL ENGINEERING

THAT Ryerson Polytechnical Institute be granted the authority to offer the Bachelor of Engineering (BEng) Degree designation in Mechanical Engineering.

OCUA 92-45

AUTHORITY FOR RYERSON POLYTECHNICAL INSTITUTE TO GRANT THE BACHELOR OF ENGINEERING (BEng) DEGREE DESIGNATION IN CIVIL ENGINEERING

THAT Ryerson Polytechnical Institute be granted the authority to offer the Bachelor of Engineering (BEng) Degree designation in Civil Engineering.

Colin Graham,
Interim Chair

July 10, 1992

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Request for Approval of the Use of the Degree Designation
Bachelor of Engineering in Industrial Engineering**

Ryerson Polytechnical Institute

On June 30, 1991, Council was asked to respond to Ryerson Polytechnical Institute's request for authority to grant the Bachelor of Engineering Degree in Industrial Engineering. In accordance with the procedures set out in Advisory Memorandum 82-VII, "An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation", Council circulated the proposal to the Council of Ontario Universities and the Council of Ontario Deans of Engineering, for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee was asked to provide advice to Council on the following issues:

- whether or not the Degree designation reflects program content;
- whether or not the Degree designation reflects and enhances Ryerson's differentiated role; and
- the suitability of the proposed change in the Degree designation.

The Committee's advice is summarized below.

1. Degree Designation Reflective of Program Content

Ryerson currently offers Bachelor of Technology Degrees in Civil, Industrial, Mechanical and Survey Engineering. Ryerson recently has also been given authority to grant Bachelor of Engineering Degrees in Electrical, Aerospace and Chemical Engineering.¹ Ryerson states that the curriculum of the Industrial Engineering program, for which the Bachelor of Engineering (BEng) designation has been requested, has been modified over the past few years in order to comply with the curricular requirements for professional licensure as prescribed by the Association of Professional Engineers of Ontario (APEO), and the criteria for accreditation as prescribed by the Canadian Engineering Accreditation Board (CEAB).

Ryerson argues that the Bachelor of Technology designation does not accurately describe the Industrial Engineering program which it offers. Ryerson states:

...the proposed change in degree designation is being sought for graduates to certify that they have completed an engineering program, rather than an engineering technology program.²

1. Ontario Council on University Affairs, "Advisory Memorandum 90-X: Existing Program Funding and New Degree Designation Reviews for Ryerson Polytechnical Institute", p. 47.

Ontario Council on University Affairs, "Advisory Memorandum 91-III: Existing Program Funding and New Degree Designation Reviews for Ryerson Polytechnical Institute", p. 69.

2. Ryerson Polytechnical Institute, Industrial Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, June 1991, p. 2.

AAC notes that changes have been made to the Industrial Engineering curriculum to meet CEAB and APEO standards. Accordingly, the Academic Advisory Committee believes that this program's course content has evolved far enough to warrant a change in Degree designation.

The program underwent a formal accreditation visit during the Fall of 1991. The accreditation decision, made by the CEAB, has since been communicated to Ryerson. As outlined in a letter from the President of Ryerson:

...we hereby confirm the Canadian Engineering Accreditation Board (CEAB) decision to accord three year accreditation to Ryerson's Aerospace, Chemical, Civil, Electrical, Industrial, and Mechanical Engineering programs.³

Accordingly, Ryerson Polytechnical Institute's 1992 Industrial Engineering graduating students will be awarded a Baccalaureate Degree from an accredited Engineering program.⁴ The CEAB indicates that the purpose of accreditation is to identify those Engineering programs that meet the profession's expectation of an engineering education which will produce professionally-competent individuals.⁵ AAC believes that Engineering programs that achieve accreditation clearly meet the professional requirements implied by the Bachelor of Engineering (BEng) designation.

The Academic Advisory Committee notes that the proposal for a Bachelor of Engineering Degree in Industrial Engineering was reviewed by the Council of Ontario Deans of Engineering (CODE), and that of the five member institutions which responded, none expressed any objection to the proposed change.

The consensus among those available for comment was that the proposed changes are suitable and that the BEng designation does, in fact, more accurately reflect the program content than BTech, within the overall offerings of Ontario's Engineering School system.⁶

The Academic Advisory Committee is satisfied that the BEng designation is an appropriate designation for Ryerson to offer in the case of the Industrial Engineering program.

2. Degree Designation Reflects and Enhances Ryerson's Differentiated Role

In support of its request for authority to grant the Bachelor of Engineering Degree designation, Ryerson states:

In contrast to many, 'more-traditional' engineering programs, which emphasize theoretical development and theoretical investigation, engineering education at

3. Letter from Professor Terence W. Grier, President, Ryerson Polytechnical Institute to Mr. Colin Graham, Acting Chairman, Ontario Council on University Affairs, June 2, 1992.

4. Ryerson's Industrial Engineering program has been granted a three-year conditional accreditation status. A three-year conditionally-granted term is standard practice for new Engineering programs.

5. Canadian Engineering Accreditation Board, 1990/91 Annual Report, p. 13.

6. Letter from Dr. Peter George, President, Council of Ontario Universities to Mr. Colin Graham, Acting Chairman, Ontario Council on University Affairs, June 12, 1992.

Ryerson puts greater emphasis on fundamental principles and concepts in terms of their effectiveness in producing solutions to 'real-world' problems.⁷

Ryerson also states that because great latitude is allowed in the emphasis on design and programs reflecting the "individual qualities and ideals" of the institution, the practical emphasis has not compromised the CEAB criteria for Engineering education.⁸

Although the adoption of this Degree designation and compliance with the professional requirements for Engineering accreditation will, in most respects, force Ryerson's Engineering programs to conform to the same standards as other Engineering programs, it is the Committee's opinion that the applied nature of Engineering, and the particular emphasis upon applied technology projects at Ryerson, make the Bachelor of Engineering (BEng) designation consistent with Ryerson's mission of training individuals for a specific vocation in an area of societal need. The adoption of this Degree designation will also provide employers with a means by which to differentiate the graduates of the previous technology-oriented program from graduates of the existing curriculum.

3. Suitability of the Proposed Change in Degree Designation

Ryerson indicates that graduates of the current Industrial Engineering program seek and find employment at an engineering level. A Survey of employers of recent Ryerson graduates revealed that 28% of Ryerson Industrial Engineering graduates are employed in Managerial, Supervisory and Planning positions; 17% are performing Engineering Design; and 11% are employed in Production Engineering.⁹

Employer comments regarding academic preparation, work performance and prospects for upward mobility of Ryerson graduates, were mixed. Although a few companies indicated that Ryerson BTech graduates have the same upward mobility as other BASc/BEng graduates, 24% of respondents indicated that upward mobility is hampered by the possession of a Degree in a program that has not obtained formal engineering accreditation.¹⁰

Ryerson argues that the BTech designation is confusing to employers, and unfair to graduates, since this designation is not used to describe Engineering Degrees in Canada. This point is supported by comments from a representative of Hill Industrial Engineering who states:

Since the course is titled Industrial Engineering it would be more appropriate to award a degree of Bachelor of Engineering. Technologists are generally perceived to have achieved lesser academic standing than engineers (although their practical experience may be significantly greater). The B. Technology award could be confusing to employers and future colleagues.¹¹

7. Ryerson Polytechnical Institute, Industrial Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, "Evolution of Engineering Education at Ryerson", June 1991.

8. "Evolution of Engineering Education at Ryerson", Ibid.

9. "1990 Employer Survey", Ibid.

10. "1990 Employer Survey", Ibid.

11. Letter from Mr. Ian D. Hill, Principal, Hill Industrial Engineering to Dr. W. E. White, Dean Faculty of Engineering, Ryerson Polytechnical Institute, May 13, 1991.

This point is further substantiated by the Canadian Council of Professional Engineers/Canadian Engineering Accreditation Board which indicated that:

It has become abundantly clear that the common source of difficulty and confusion arises from attempts to distinguish the difference between "engineers" and "technologists", both in the registration process and in the workplace. Two factors are mainly responsible for these difficulties. First the emergence in relatively large numbers of individuals classified as "technologists". The second factor, which is the greater difficulty, has been the conversion of schools of technology to schools of engineering where both the technology level graduates and the engineering level graduates are granted the same degree designations.

When BEng (or equivalent) and BTech degrees are granted by different schools, there is little difficulty in distinguishing in the registration process the school of graduation determines the difference. When the school is the same, this distinction cannot be made unless the date of transition from one type of program to the other is well known by all. Such knowledge among potential employers is highly unlikely.

The problems which have arisen from this lack of distinction in many other countries has lead to very substantial difficulties for both the professions and the graduates. Most of the countries so affected have mounted massive efforts to have the degree designations changed for the affected programs. This is of little comfort to the graduates who carry the obsolete degree designations for the rest of their careers.¹²

Ryerson notes that since 1982, the number of BTech Engineering graduates, who have applied for professional licensure, has increased from 40 per year to 80 in 1991.¹³

Letters from other engineering schools, within the Ontario university system, have indicated that the opportunities for Ryerson graduates to be admitted to advanced studies at the graduate level could be enhanced by a changed Degree designation and/or accreditation.¹⁴ For example, one Professor of Materials Science & Engineering at McMaster University states that "renaming [Ryerson's Engineering] degree programmes will aid in increasing the acceptability of [Ryerson's Engineering]...graduates into [McMaster's graduate Engineering] programmes."¹⁵

It is the conclusion of the Academic Advisory Committee that the request for authority to grant the BEng Degree designation for Industrial Engineering by Ryerson Polytechnical

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12. Letter from Mr. Gerald M. Matthews, Secretary, Canadian Engineering Accreditation Board to the Ontario Council on University Affairs, November 23, 1990, p. 2.
 13. Letter from Peter J. Osmond, Registrar, the Association of Professional Engineers of Ontario to Dr. W. E. White, Dean, Faculty of Technology, Ryerson Polytechnical Institute, December 7, 1988. (Additional information sought from APEO provided 1990 and 1991 statistics)
 14. Letters have been received from the Departments of Engineering at Queen's, Toronto, Carleton, McMaster and Western Ontario universities.
 15. Letter from D. M. Brian Ives, Professor of Materials Science & Engineering, McMaster University to Dr. W. E. White, Dean Faculty of Technology, Ryerson Polytechnical Institute, December 5, 1990.

Institute is reasonable in view of modifications to the curriculum and the achievement of accreditation. Confusion on the part of employers and others in the marketplace regarding the difference between previous and recent graduates should therefore be eliminated.

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

Ryerson Polytechnical Institute be authorized by the Minister to grant the Bachelor of Engineering Degree in Industrial Engineering.

Academic Advisory Committee

June 5, 1992

Appendix B

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Request for Approval of the Use of the Degree Designation
Bachelor of Engineering in Mechanical Engineering**

Ryerson Polytechnical Institute

On June 30, 1991, Council was asked to respond to Ryerson Polytechnical Institute's request for authority to grant the Bachelor of Engineering Degree in Mechanical Engineering. In accordance with the procedures set out in Advisory Memorandum 82-VII, "An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation", Council circulated the proposal to the Council of Ontario Universities and the Council of Ontario Deans of Engineering, for review and comment.

Council referred the program and COU's comments to its Academic Advisory Committee and asked for specific advice thereon. The Committee was asked to provide advice to Council on the following issues:

- whether or not the Degree designation reflects program content;
- whether or not the Degree designation reflects and enhances Ryerson's differentiated role; and
- the suitability of the proposed change in the Degree designation.

The Committee's advice is summarized below.

1. Degree Designation Reflective of Program Content

Ryerson currently offers Bachelor of Technology Degrees in Civil, Industrial, Mechanical and Survey Engineering. Ryerson recently has also been given authority to grant Bachelor of Engineering Degrees in Electrical, Aerospace and Chemical Engineering.¹ Ryerson states that the curriculum of the Mechanical Engineering program, for which the Bachelor of Engineering (BEng) designation has been requested, has been modified over the past few years in order to comply with the curricular requirements for professional licensure as prescribed by the Association of Professional Engineers of Ontario (APEO), and the criteria for accreditation as prescribed by the Canadian Engineering Accreditation Board (CEAB).

Ryerson argues that the Bachelor of Technology designation does not accurately describe the Mechanical Engineering program which it offers. Ryerson states:

1. Ontario Council on University Affairs, "Advisory Memorandum 90-X: Existing Program Funding and New Degree Designation Review for Ryerson Polytechnical Institute", p. 47.

Ontario Council on University Affairs, "Advisory Memorandum 91-III: Existing Program Funding and New Degree Designation Review for Ryerson Polytechnical Institute", p. 69.

...the proposed change in degree designation is being sought for graduates to certify that they have completed an engineering program, rather than an engineering technology program.²

AAC notes that changes have been made to the Mechanical Engineering curriculum to meet CEAB and APEO standards. Accordingly, the Academic Advisory Committee believes that this program's course content has evolved far enough to warrant a change in Degree designation.

The program underwent a formal accreditation visit during the Fall of 1991. The accreditation decision made by the CEAB has since been communicated to Ryerson. As outlined in a letter from the President of Ryerson:

...we hereby confirm the Canadian Engineering Accreditation Board (CEAB) decision to accord three year accreditation to Ryerson's Aerospace, Chemical, Civil, Electrical, Industrial, and Mechanical Engineering programs.³

Accordingly, Ryerson Polytechnical Institute's 1992 Mechanical Engineering graduating students will be awarded a Baccalaureate Degree from an accredited Engineering program.⁴ The CEAB indicates that the purpose of accreditation is to identify those Engineering programs that meet the profession's expectation of an Engineering education which will produce professionally-competent individuals.⁵ AAC believes that Engineering programs that achieve accreditation clearly meet the professional requirements implied by the Bachelor of Engineering (BEng) designation.

The Academic Advisory Committee notes that the proposal for a Bachelor of Engineering Degree in Mechanical Engineering was reviewed by the Council of Ontario Deans of Engineering (CODE), and that of the five member institutions which responded, none expressed any objection to the proposed change.

The consensus among those available for comment was that the proposed changes are suitable and that the BEng designation does, in fact, more accurately reflect the program content than BTech, within the overall offerings of Ontario's Engineering School system.⁶

The Academic Advisory Committee is satisfied that the BEng designation is an appropriate designation for Ryerson to offer in the case of the Mechanical Engineering program.

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2. Ryerson Polytechnical Institute, Mechanical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, June 1991, p. 2.
 3. Letter from Professor Terence W. Grier, President, Ryerson Polytechnical Institute to Mr. Colin Graham, Acting Chairman, Ontario Council on University Affairs, June 2, 1992.
 4. Ryerson's Mechanical Engineering program has been granted a three-year conditional accreditation status. A three-year conditionally-granted term is standard practice for new engineering programs.
 5. Canadian Engineering Accreditation Board, 1990/91 Annual Report, p. 13.
 6. Letter from Dr. Peter George, President, Council of Ontario Universities to Mr. Colin Graham, Acting Chairman, Ontario Council on University Affairs, June 12, 1992.

2. Degree Designation Reflects and Enhances Ryerson's Differentiated Role

Ryerson has requested authority to grant the Bachelor of Engineering Degree designation for this program. In support of this request, Ryerson states:

In contrast to many, 'more-traditional' engineering programs, which emphasize theoretical development and theoretical investigation, engineering education at Ryerson puts greater emphasis on fundamental principles and concepts in terms of their effectiveness in producing solutions to 'real-world' problems.⁷

Ryerson also states that because great latitude is allowed in the emphasis on design and programs reflecting the "individual qualities and ideals" of the institution, the practical emphasis has not compromised the CEAB criteria for Engineering education.⁸

Although the adoption of this Degree designation and compliance with the professional requirements for Engineering accreditation will, in most respects, force Ryerson's Engineering programs to conform to the same standards as other Engineering programs, it is the Committee's opinion that the applied nature of Engineering, and the particular emphasis upon applied technology projects at Ryerson make the Bachelor of Engineering (BEng) designation consistent with Ryerson's mission of training individuals for a specific vocation in an area of societal need. The adoption of this Degree designation will also provide employers with a means by which to differentiate the graduates of the previous technology-oriented program from graduates of the existing curriculum.

3. Suitability of the Proposed Change in Degree Designation

Ryerson indicates that graduates of the current Mechanical Engineering program seek and find employment at an engineering level. A Survey of employers of recent Ryerson graduates revealed that 18% of Mechanical Engineering graduates are performing Engineering Design; 15% are employed in Production Engineering; 12% are employed in Management/Supervisory positions and 12% are performing Plant Engineering/Maintenance.⁹

Employer comments regarding academic preparation, work performance and prospects for upward mobility of Ryerson graduates were mixed. Twenty-nine percent of the companies surveyed indicated that Ryerson BTech graduates did not have the same upward mobility as other BASc/BEng graduates, whereas 32% of respondents indicated that upward mobility is hampered by the possession of a Degree in a program that has not obtained formal engineering accreditation.¹⁰

Ryerson argues that the BTech designation is confusing to employers and unfair to graduates, since this designation is not used to describe Engineering Degrees in Canada. In fact, 53% of the employers surveyed by Ryerson indicated that they were confused over what a Bachelor of Technology Degree stands for.¹¹

7. Ryerson Polytechnical Institute, Mechanical Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, "Evolution of Engineering Education at Ryerson", June 1991.

8. "Evolution of Engineering Education at Ryerson", Ibid.

9. "1990 Employer Survey", Ibid.

10. "1990 Employer Survey", Ibid.

11. "1990 Employer Survey", Ibid.

This point is further substantiated by the Canadian Council of Professional Engineers/Canadian Engineering Accreditation Board which indicated that:

It has become abundantly clear that the common source of difficulty and confusion arises from attempts to distinguish the difference between "engineers" and "technologists", both in the registration process and in the workplace. Two factors are mainly responsible for these difficulties. First the emergence in relatively large numbers of individuals classified as "technologists". The second factor, which is the greater difficulty, has been the conversion of schools of technology to schools of engineering where both the technology level graduates and the engineering level graduates are granted the same degree designations.

When BEng(or equivalent) and BTech degrees are granted by different schools there is little difficulty in distinguishing in the registration process the school of graduation determines the difference. When the school is the same, this distinction cannot be made unless the date of transition from one type of program to the other is well known by all. Such knowledge among potential employers is highly unlikely.

The problems which have arisen from this lack of distinction in many other countries has lead to very substantial difficulties for both the professions and the graduates. Most of the countries so affected have mounted massive efforts to have the degree designations changed for the affected programs. This is of little comfort to the graduates who carry the obsolete degree designations for the rest of their careers.¹²

Ryerson notes that since 1982, the number of BTech engineering graduates who have applied for professional licensure has increased from 40 per year to 80 in 1991.¹³

Letters from other engineering schools, within the Ontario university system, have indicated that the opportunities for Ryerson graduates to be admitted to advanced studies at the graduate level could be enhanced by a changed Degree designation and/or accreditation.¹⁴ For example, one Professor of Materials Science & Engineering at McMaster University states that "renaming [Ryerson's Engineering] degree programmes will aid in increasing the acceptability of [Ryerson's Engineering]...graduates into [McMaster's graduate Engineering] programmes."¹⁵

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12. Letter from Mr. Gerald M. Matthews, Secretary, Canadian Engineering Accreditation Board to the Ontario Council on University Affairs, November 23, 1990, p. 2.
 13. Letter from Peter J. Osmond, Registrar, the Association of Professional Engineers of Ontario to Dr. W. E. White, Dean, Faculty of Technology, Ryerson Polytechnical Institute, December 7, 1988. (Additional information sought from APEO provided 1990 and 1991 statistics)
 14. Letters have been received from the Departments of Engineering at Queen's, Toronto, Carleton, McMaster and Western Ontario universities.
 15. Letter from D. M. Brian Ives, Professor of Materials Science & Engineering, McMaster University to Dr. W. E. White, Dean Faculty of Technology, Ryerson Polytechnical Institute, December 5, 1990.

It is the conclusion of the Academic Advisory Committee that the request for authority to grant the BEng Degree designation for Mechanical Engineering by Ryerson Polytechnical Institute is reasonable in view of modifications to the curriculum and the achievement of accreditation. Confusion on the part of employers and others in the marketplace regarding the difference between previous and future graduates should therefore be eliminated.

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

Ryerson Polytechnical Institute be authorized by the Minister to grant the Bachelor of Engineering Degree in Mechanical Engineering.

Academic Advisory Committee
June 5, 1992

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Request for Approval of the Use of the Degree Designation
Bachelor of Engineering in Civil Engineering**

Ryerson Polytechnical Institute

On June 2, 1992, Council was asked to revisit Ryerson Polytechnical Institute's request for authority to grant the Bachelor of Engineering Degree in Civil Engineering.

...we hereby confirm the Canadian Engineering Accreditation Board (CEAB) decision to accord three year accreditation to Ryerson's Aerospace, Chemical, Civil, Electrical, Industrial and Mechanical Engineering programs...This development re-opens the case for authority to grant the B.Eng Degree in Civil Engineering...¹

Council referred the program to its Academic Advisory Committee and asked for specific advice thereon. The Committee was asked to provide advice to Council on the following issues:

- whether or not the Degree designation reflects program content;
- whether or not the Degree designation reflects and enhances Ryerson's differentiated role; and
- the suitability of the proposed change in the Degree designation.

The Committee's advice is summarized below.

1. Degree Designation Reflective of Program Content

The Academic Advisory Committee stated in its previous advice to Council, regarding Ryerson's request for a Degree designation change in Civil Engineering:

AAC notes that the Academic Requirements Committee of the APEO, upon review of the civil engineering program at Ryerson, determined that 1990 graduates wishing to obtain professional licensure and use of the designation "Professional Engineer" (PEng) are currently required to write six engineering course content examinations in order to assure the profession of their

1. Letter from Professor Terence Grier, President, Ryerson Polytechnical Institute to Mr. Colin Graham, Acting Chairman, Ontario Council on University Affairs, June 2, 1992.

competence.² The rationale provided by the Association of Professional Engineers of Ontario for the requirement of additional examinations is that:

Examinations are usually required to confirm their [the students] academic equivalency or to complete studies not previously undertaken.³

Generally, four examinations are required of anyone wishing to obtain professional licensure who has graduated from an Engineering program not accredited by the Canadian Engineering Accreditation Board but which is accredited in a non-Canadian jurisdiction.⁴ Ryerson's 1990 Civil Engineering graduates are required to write six examinations by APEO's Academic Requirements Committee. Since this is two more than is required of graduates of accredited programs from other jurisdictions, the Academic Advisory Committee feels it has not been provided with sufficiently strong assurance that the Degree designation BEng is an accurate reflection of the Engineering content of the Civil Engineering program at Ryerson.

Furthermore, the examinations required for the graduates of the Civil Engineering program are more than for any of Ryerson's other five Engineering programs. Prior to obtaining the authority to grant the BEng designation in Electrical Engineering, 1989 Ryerson Electrical Engineering graduates were required to write only four APEO requirement examinations. AAC believes that

2. Examinations are required in the following areas:

- Two of
 - F4 Linear Algebra
 - F6 Probability and Statistics
 - F7 Physics
- Two of
 - F11 Thermodynamics
 - F12 Engineering Materials
 - F13 Basics of Circuits

Two of Section B - To be determined by ARC on an individual assessment basis

One of Common A2 or A3 - (Ryerson states that these courses are, as of 1990/91, a required part of the fourth year curriculum and therefore will not be required of Ryerson graduates.)

Thesis - thesis requirement to be waived if satisfied by a Ryerson course. (Ryerson states that a thesis is, as of 1990/91, a required element for all Engineering students and therefore will not be required by the APEO)

(Therefore, current graduates must write six examinations.)

3. Letter from Mr. John Currie, Registrar, Association of Professional Engineers of Ontario to the Ontario Council on University Affairs, October 3, 1990, pp. 1-2.

4. These examinations are known as "confirmatory" examinations and are standardized by the CEAB. Two examinations are standard to all engineering specializations and two are specific to the type of engineering being practised.

programs that require more than four examinations do not clearly meet the professional requirements implied by the Bachelor of Engineering (BEng) designation.⁵

With the requirement of six additional course-content examinations, the Academic Advisory Committee believed that the Civil Engineering program was unable to pass the first criterion, and therefore, AAC recommended that:

- A) *The Ontario Council on University Affairs recommends to the Minister that, at the present time, Ryerson Polytechnical Institute not be authorized to grant the Bachelor of Engineering degree in Civil Engineering.*
- B) *At such time as the program receives professional accreditation, the Committee believes that it would then be appropriate to change the degree designation to a Bachelor of Engineering degree in Civil Engineering.*⁶

Ryerson argues that the Bachelor of Technology designation is an inaccurate descriptor of the Civil Engineering program which it offers. Ryerson states:

...the proposed change in degree designation is being sought for graduates to certify that they have completed an engineering program, rather than an engineering technology program.⁷

The program underwent a formal accreditation visit during the Fall of 1991. The accreditation decision made by the CEAB has since been communicated to Ryerson. As outlined in a letter from the President of Ryerson:

...we hereby confirm the Canadian Engineering Accreditation Board (CEAB) decision to accord three year accreditation to Ryerson's Aerospace, Chemical, Civil, Electrical, Industrial, and Mechanical Engineering programs.⁸

Accordingly, Ryerson Polytechnical Institute's 1992 Civil Engineering graduating students will be awarded a Baccalaureate Degree from an accredited Engineering program.⁹ The CEAB indicates that the purpose of accreditation is to identify those Engineering programs that meet the profession's expectation of an Engineering education which will produce

5. Ontario Council on University Affairs, "Advisory Memorandum 91-III: Existing Program Funding and New Degree Designation Reviews for Ryerson Polytechnical Institute", pp. 90-91.

6. Ibid., p. 92.

7. Ryerson Polytechnical Institute, Civil Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, p. 2.

8. Letter from Professor Terence W. Grier, President, Ryerson Polytechnical Institute to Mr. Colin Graham, Acting Chairman, Ontario Council on University Affairs, June 2, 1992.

9. Ryerson's Civil Engineering program has been granted a three-year conditional accreditation status. A three-year conditionally-granted term is standard practice for new Engineering programs.

professionally-competent individuals.¹⁰ AAC believes that Engineering programs that achieve accreditation clearly meet the professional requirements implied by the Bachelor of Engineering(BEng) designation.

The Academic Advisory Committee notes that the proposal for a Bachelor of Engineering Degree designation in Civil Engineering at Ryerson was reviewed by the Council of Ontario Deans of Engineering (CODE) in 1991, and that a majority of CODE members had no objection to the proposed change in Degree designation.¹¹ AAC is satisfied these comments continue to apply to a program which has not undergone significant curricular changes in one year.

The Academic Advisory Committee is satisfied that the BEng designation is an appropriate designation for Ryerson to offer in the case of the Civil Engineering program.

2. Degree Designation Reflects and Enhances Ryerson's Differentiated Role

In support of its request for authority to grant the Bachelor of Engineering Degree designation, Ryerson states:

In contrast to many, 'more-traditional' engineering programs, which emphasize theoretical development and theoretical investigation, engineering education at Ryerson puts greater emphasis on fundamental principles and concepts in terms of their effectiveness in producing solutions to 'real-world' problems.¹²

Ryerson also states that because great latitude is allowed in the emphasis on design and programs reflecting the "individual qualities and ideals" of the Institution, the practical emphasis has not compromised the CEAB criteria for Engineering education.¹³

Although the adoption of this Degree designation and compliance with the professional requirements for Engineering accreditation will, in most respects, force Ryerson's Engineering programs to conform to the same standards as other Engineering programs, it is the Committee's opinion that the applied nature of Engineering, and the particular emphasis upon applied technology projects at Ryerson make the Bachelor of Engineering (BEng) designation consistent with Ryerson's mission of training individuals for a specific vocation in an area of societal need. The adoption of this Degree designation will also provide employers with a means by which to differentiate the graduates of the previous technology-oriented program from graduates of the existing curriculum.

3. Suitability of the Proposed Change in Degree Designation

Ryerson indicates that graduates of the current Civil Engineering program seek and find employment at an engineering level. A 1989 survey of 36 employers of recent Ryerson graduates revealed that 16% of Ryerson Civil Engineering graduates are employed in

10. Canadian Engineering Accreditation Board, 1990/91 Annual Report, p. 13.

11. Letter from Edward J. Monahan to the Ontario Council on University Affairs, April 26, 1991.

12. Ryerson Polytechnical Institute, Industrial Engineering, Proposal for Degree Designation Change to Bachelor of Engineering, "Evolution of Engineering Education at Ryerson", June 1991.

13. "Evolution of Engineering Education at Ryerson", Ibid.

municipal positions, 14% are in environmental positions, 12% are performing structural engineering tasks and 12% are employed in the transportation field.¹⁴

Employer comments regarding academic preparation, work performance and prospects for upward mobility of Ryerson graduates were mixed. Although a few companies indicated that Ryerson BTech graduates have the same upward mobility as other BASc/BEng graduates, 34% of respondents indicated that employees with a BTech were "rated lower" in their organizations.¹⁵

Ryerson argues that the BTech designation is confusing to employers and unfair to graduates since this designation is not used to describe Engineering Degrees in Canada. This point is supported by responses received from employers. In fact, 47% of the employers who responded to the 1989 Survey indicated that there was some confusion over how the BTech should be rated in relation to a BEng or a BSc.¹⁶ This point is further substantiated by the Canadian Council of Professional Engineers/Canadian Engineering Accreditation Board which indicated that:

It has become abundantly clear that the common source of difficulty and confusion arises from attempts to distinguish the difference between "engineers" and "technologists", both in the registration process and in the workplace. Two factors are mainly responsible for these difficulties. First the emergence in relatively large numbers of individuals classified as "technologists". The second factor, which is the greater difficulty, has been the conversion of schools of technology to schools of engineering where both the technology level graduates and the engineering level graduates are granted the same degree designations.

When BEng(or equivalent) and BTech degrees are granted by different schools there is little difficulty in distinguishing in the registration process the school of graduation determines the difference. When the school is the same, this distinction cannot be made unless the date of transition from one type of program to the other is well known by all. Such knowledge among potential employers is highly unlikely.

The problems which have arisen from this lack of distinction in many other countries have lead to very substantial difficulties for both the professions and the graduates. Most of the countries so affected have mounted massive efforts to have the Degree designations changed for the affected programs. This is of little comfort to the graduates who carry the obsolete degree designations for the rest of their careers.¹⁷

14. "1989 Employer Survey", Ibid.

15. "1989 Employer Survey", Ibid.

16. "1989 Employer Survey", Ibid.

17. Letter from Mr. Gerald M. Matthews, Secretary, Canadian Engineering Accreditation Board to the Ontario Council on University Affairs, November 23, 1990, p. 2.

Ryerson notes that since 1982, the number of BTech Engineering graduates who have applied for professional licensure has increased from 40 per year to 80 in 1991.¹⁸

Letters from other engineering schools within the Ontario university system have indicated that the opportunities for Ryerson graduates to be admitted to advanced studies at the graduate level could be enhanced by a changed Degree designation and/or accreditation.¹⁹ For example, one Professor of Materials Science & Engineering at McMaster University states that "renaming [Ryerson's Engineering] degree programmes will aid in increasing the acceptability of [Ryerson's Engineering]...graduates into [McMaster's Graduate Engineering] programmes."²⁰

It is the conclusion of the Academic Advisory Committee that the request for authority to grant the BEng Degree designation for Civil Engineering by Ryerson Polytechnical Institute is reasonable in view of modifications to the curriculum and the achievement of accreditation. Confusion on the part of employers and others in the marketplace regarding the difference between previous and future graduates should therefore be eliminated.

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

Ryerson Polytechnical Institute be authorized by the Minister to grant the Bachelor of Engineering Degree in Civil Engineering.

Academic Advisory Committee
June 5, 1992

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18. Letter from Peter J. Osmond, Registrar, The Association of Professional Engineers of Ontario to Dr. W. E. White, Dean, Faculty of Technology, Ryerson Polytechnical Institute, December 7, 1988.(Additional information sought from APEO provided 1990 and 1991 statistics)
 19. Letters have been received from the Departments of Engineering at Queen's, Toronto, Carleton, McMaster and Western Ontario Universities.
 20. Letter from D. M. Brian Ives, Professor of Materials Science & Engineering, McMaster University to Dr. W. E. White, Dean Faculty of Technology, Ryerson Polytechnical Institute, December 5, 1990.

92-VIII Undergraduate and Graduate Program Approvals:

Bachelor of Science in Environmental Science - The University of Western Ontario

Joint MA/MES/PhD in Geography - The University of Waterloo and Wilfrid Laurier University

1.0 Introduction

In this Memorandum, the Ontario Council on University Affairs recommends on the funding eligibility of two proposals: the undergraduate Bachelor of Science program in Environmental Science at the University of Western Ontario, in accordance with the procedures for full review set out in Advisory Memorandum 82-VII, "Undergraduate Program Approvals"; and the joint Master of Arts, Master of Environmental Studies and Doctor of Philosophy programs in Geography at the University of Waterloo and Wilfrid Laurier University. This Advisory Memorandum enables Council to complete its review of programs outstanding from the 1991-92 review cycle, using the criteria applied to all other programs considered during that cycle.

2.0 Recommendations

The evidence provided in the appended reports of the Academic Advisory Committee satisfies Council that these two proposals should be recommended for funding eligibility. (See Appendices A and B.)

Accordingly, Council *recommends to the Minister:*

OCUA 92-46

*ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE PROGRAM
IN ENVIRONMENTAL SCIENCE AT THE UNIVERSITY OF WESTERN
ONTARIO FOR FUNDING PURPOSES FOR 1992-93*

THAT, enrolment in the BSc program in Environmental Science at the University of Western Ontario be counted as eligible BIUs for funding purposes beginning in 1992-93 -- the program to be in Category 1 with a weight of 1.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 92-47

*ELIGIBILITY OF ENROLMENT IN THE JOINT MASTER OF ARTS/MASTER
OF ENVIRONMENTAL STUDIES/DOCTOR OF PHILOSOPHY PROGRAMS
AT THE UNIVERSITY OF WATERLOO AND WILFRID LAURIER UNIVERSITY
FOR FUNDING PURPOSES IN 1992-93*

THAT enrolment in the joint Master of Arts, Master of Environmental Studies, and Doctor of Philosophy programs at the University of Waterloo and Wilfrid Laurier University be counted as eligible BIUs for funding eligibility beginning

in 1992-93 -- the Master of Arts and Master of Environmental Studies programs to be in Category 7 with a weight of 4 or 1.333 per term, as outlined in The Ontario Operating Funds Distribution Manual.

Colin Graham,
Interim Chair

July 10, 1992

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Environmental Science (BSc)
The University of Western Ontario**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On May 28, 1991, the University of Western Ontario submitted the new quasi-professional Bachelor of Science program in Environmental Science to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings, with respect to the program, are summarized below.

1. Proposed Curriculum

The proposed three-year Bachelor of Science in Environmental Science program constitutes a new program area for the University of Western Ontario. This proposed interdisciplinary program, which includes courses in Chemistry, Biology, Geology, Statistics, Geography and Environmental Science, aims to provide graduates with a solid grounding in the application of science, to the understanding of important aspects of the environment and of environmental problems. Two new half-courses have been created in order to offer the new program.

2. Academic Quality

The program was approved by the Senate of the University of Western Ontario on May 9, 1991.

3. Financial Viability

The University of Western Ontario has assured Council that the resources required to support the program, on a long-term basis, are already in place. The Board of Governors' approval was not necessary.

4. Projected Enrolment

The University of Western Ontario indicates that it projects a steady-state admission level of 10 students to be achieved in year-one of the program. The program is expected to reach a steady-state total enrolment level of 30 students in 1994-95.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other post-secondary institutions is envisioned at this time.

6. Societal Need and Student Demand

The University of Western Ontario argues that the societal need to educate students,

in environmental matters, has escalated in the past few years.¹ Specifically, an ever-increasing public awareness and concern with environmental issues and government regulations, regarding the safe handling and disposal of materials, have made it necessary to educate students in this field of science.

The University of Western Ontario indicates that the proposed program's graduates will meet the need in society for individuals who possess a science background, as well as an understanding of the environmental issues and their broader impacts. The University argues that scientists trained in conventional single-discipline programs typically have little background in environmental issues, or in the other scientific areas needed to achieve a holistic understanding of them.² The University believes that the interdisciplinary nature of the proposed program will produce graduates who will be able to conceptualize environmental problems and their solutions.

The societal need for new undergraduate programs in Environmental Science was discussed at a 1990 conference sponsored by the Ontario Ministry of the Environment and the University of Guelph. The documented proceedings, from the conference, support the University of Western Ontario's assertion that the proposed program's graduates would meet a growing societal need. One Manager from the Ontario Ministry of the Environment, commenting on the need for trained individuals in the field of environmental protection, believes there is a strong need for such interdisciplinary-trained graduates in society:

We cannot afford to be parochial or narrow-minded and we cannot cling to traditional disciplines if they no longer serve to help provide solutions. The key word is sustainability. We have to rethink the way our society functions in order to live within the constraints the global ecosystem puts on us. This is the challenge that faces universities, and I hope the new curricula of environmental sciences and environmental engineering rise to meet it.³

Comments received from employers in government and industry indicate that the demand for graduates is sizable and exists in a variety of environmentally-related fields. For example, the Vice-President of Environmental Protection Laboratories states that job opportunities for graduates exist in most sectors of the economy:

Who will the [Environmental Science] graduates serve? They will serve the environmental sector, which is a \$2 billion/year industry in Ontario...Every major company in each sector (pulp and paper, chemical manufacturing, etc.) as well as in governments and universities/colleges, have an environmental department...⁴

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1. The University of Western Ontario, Request for Funding Eligibility: Environmental Science, May 28, 1991, p. 3.
 2. University of Western Ontario, Response to OCUA Request for Additional Information, March 3, 1992.
 3. Gordon Miller, Manager, Training Development and Certification Section, Ontario Ministry of the Environment, Undergraduate Curricula in Environmental Science: Proceedings of a Conference Sponsored by the Ontario Ministry of the Environment and the University of Guelph, November 5, 1990.
 4. James N. Bishop, Vice-President, Environmental Protection Laboratories, Undergraduate Curricula in Environmental Science: Proceedings of a Conference Sponsored by the Ontario Ministry of Environment and the University of Guelph, November 5, 1990.

Similarly, an Environmental Policy Consultant notes the present shortage of people with the skills needed to address environmental issues and problems:

In my day-to-day work, I come across many business organizations in the industrial and retail commercial sectors seeking to hire staff, even today, to address environmental issues. Canada is desperately short of people who have experience in the environmental field ... as for people with environmental knowledge and a science background, they are ... rare ... yet the demand is real and increasingly urgent if business and government are to make decisions which benefit the environment ...⁵

The University of Western Ontario argues that the need for graduates in Environmental Science is both provincial and national, and will continue indefinitely into the future.

Student demand for the proposed program is expected to be strong. The University indicates that the student demand for environmentally-related science courses has increased significantly in the past few years. Also, an informal survey conducted by the University of Western Ontario of its 1990-91 undergraduate students revealed that student interest in the program is extensive. The University is confident that sufficient student demand exists for it to meet its projected enrolment levels on a long-term basis.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed program.

7. Uniqueness

The University of Western Ontario notes that no other institution in Ontario offers a three-year Bachelor of Science program in Environmental Science.

The University of Waterloo and Carleton University offer four-year Honours Bachelor of Science programs in Environmental Science. Also, the University of Guelph currently offers a Bachelor of Science in Environmental Biology, and plans to initiate a number of Environmental Science programs under a new Bachelor of Science in Environmental Sciences degree. Furthermore, four-year Bachelor of Environmental Science programs are offered by Brock University, University of Toronto, Trent University and the University of Waterloo.

The Academic Advisory Committee recognizes the existence of somewhat similar programs, but believes that there is sufficient employer and student demand to justify duplication.

8. Local and Regional Support for the Program

Letters documenting the need for graduates indicated, to the Committee, that local and regional support exists for the proposed program. Comments received from both 3M Canada and Dow Chemical Canada provided evidence of support for the proposed program from industries in the area.

The Council of Ontario Universities reviewed the program, and responses indicated that support for the proposed program exists within the Ontario university system. Minor concerns were registered by the system regarding the length of the program. The Committee noted this concern but is satisfied that the program will provide graduates with sufficient depth to act as generalists in environmental fields. The Academic Advisory Committee is satisfied that there is convincing evidence of local and regional support for the proposed program.

5. Colin F.W. Isaacs, Environmental Policy Consultant, Undergraduate Curricula in Environmental Science: Proceedings of a Conference Sponsored by the Ontario Ministry of Environment and the University of Guelph, November 5, 1990.

9. Institutional Appropriateness

The development of the proposed program is consistent with the University of Western Ontario's well-established strength in the Faculty of Science.

The proposed interdisciplinary program will also benefit from related strengths within the existing Schools of Law, Journalism, Business and Medicine.⁶

The Academic Advisory Committee is satisfied that this program is an appropriate development at the University of Western Ontario.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Science program in Environmental Science at the University of Western Ontario be recommended as eligible for counting.

Academic Advisory Committee

June 15, 1992

6. University of Western Ontario, Response to OCUA's Request for Additional Information, March 3, 1992.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Master of Arts/Master of Environmental Studies/Doctor of Philosophy
in
Geography (MA/MES/PhD)
University of Waterloo & Wilfrid Laurier University**

**New Joint Graduate Programs Considered
for Funding Eligibility**

On March 27, 1991, the University of Waterloo and Wilfrid Laurier University requested that Council consider the new joint Master of Arts, Master of Environmental Studies and Doctor of Philosophy programs in Geography for funding eligibility. Council, according to established procedures, referred the programs to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified, on March 13, 1992, that these programs passed a rigorous academic appraisal conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, did not require any improvements.

The Academic Advisory Committee noted also that the Ontario Council on Graduate Studies indicated that the existing programs (Waterloo - MA and PhD, and Wilfrid Laurier - MA) had been placed in Category "A" -- Good Quality -- during the 1986-87 periodic appraisal of geography programs. OCGS further indicated that the appropriate management structures had been put in place to ensure that there was complete jointness between the existing and new programs.

2. Societal Need and Student Demand

In light of the recent emphasis upon inter-institutional co-operation and sharing of resources, the University of Waterloo and Wilfrid Laurier University have embarked on a series of efforts to link programs at the graduate level, in order to improve programs academically and achieve economic efficiencies. The proposed joint program in Geography is the first of a series of potential joint programs to be developed.

The Academic Advisory Committee notes that, within the field of Geography, the University of Waterloo and Wilfrid Laurier University have different and complementary areas of expertise. Specifically, the Committee notes that the University of Waterloo has particular strength in resource issues, while Wilfrid Laurier University's strength is in the area of physical geography. The proposed merger would involve the addition of a Doctoral program at Wilfrid Laurier University and of a Master of Environmental Studies degree designation at Waterloo and at Wilfrid Laurier Universities. The joint programs will be based almost entirely on existing courses.

By creating these three joint programs, the largest Geography faculty in Canada will be created, consisting of 43 faculty members. This will significantly expand the depth and breadth of knowledge and experience available to students currently enrolled in the existing programs. The resources of the two Departments will provide more integrated course offerings in five major areas of study and research: Urban/Economic, Physical, Resources Management, Spatial Data Handling and Cultural/Historical/Regional Geography. The joint

programs will eliminate the current duplication of courses at the Master's level, create a more viable critical mass of students-per-course and increase the quantity and quality of expertise available for thesis committees. The Committee notes that significant economies of scale will be achieved.

The sponsoring institutions indicated that the introduction of the MES degree designation reflects the emerging trend in Geography to offer an MA degree to those with interest and expertise in the Social/Cultural/Economic/Historical areas of Geography, and an MES degree to those specializing in the areas of Physical Geography and Resource Management. Both Master degrees involve a thesis component.

Graduates of these joint programs are expected to continue to find employment in positions involving planning (policy and implementation) and research within the public and private sectors, with consulting firms, and within a variety of other public and private organizations. The Committee reviewed numerous letters from employers who currently have program graduates on staff. These employers indicated, not only that they were pleased with the education and training of the current Geography graduates of the University of Waterloo and Wilfrid Laurier University, but that their organizations can be expected to pay even greater attention to environmental assessment and monitoring issues in the future and, therefore, the demand for program graduates will likely increase. Having reviewed the proposed joint program curricula, employers further indicated to the Committee that they believed the existing programs would be strengthened as a result of the proposed merger.¹

The Academic Advisory Committee is convinced that significant rationalization of resources would be realized by offering the programs jointly, particularly with respect to the use of costly spatial databases related to Geographic Information Systems (GIS). By pooling resources, the institutions will provide students and faculty with access to the most recent technology in a cost-effective manner for the benefit of both teaching and research.

The Academic Advisory Committee wishes to note that the merger of these existing programs will not result in any significant net increase in the number of students currently enrolled in graduate programs in Geography, at the University of Waterloo or Wilfrid Laurier University. The total increase in student numbers will amount to a maximum of four doctoral students registered at Wilfrid Laurier University once the steady-state enrolment is achieved in year four of the program. Student demand for the programs is not expected to increase from existing levels within the Master's program at Wilfrid Laurier University, nor at the Master's or Doctoral levels within the University of Waterloo's program.² The Committee does not, therefore, anticipate any detrimental impact upon the existing enrolments in Doctoral or Master programs elsewhere.

The Academic Advisory Committee concludes that the result of the linking of existing

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1. The Committee reviewed letters from over 20 employers/associations, including: The Regional Municipality of Waterloo, Planning and Development Department; The Municipality of Metropolitan Toronto, Metropolitan Planning Department; The Oxford County Board of Health; Indian and Northern Affairs Canada (Sustainable Development Directorate); Ontario Ministry of Natural Resources; The Water Network Research Institute; Environment Canada; Perth District Health Unit; The Geography Subject Association; Ecoplans Ltd.; Golder Associates Ltd.; Ortech International; Gore and Storrie Ltd.; TCG Materials Ltd.; and, Planning Initiatives Ltd.

2. Current enrolment levels at each institution are as follows:

Wilfrid Laurier University:	MA - 28 FT/8PT
Waterloo:	MA - 44 FT/10 PT
	PhD - 29 FT/6PT

(Source: Graduate Macroindicator Data 1990-91: Ontario, Ontario Council on Graduate Studies, November 1991, pp. 213 - 218.)

Geography programs at the University of Waterloo and Wilfrid Laurier University will be a significant rationalization, in both the short and long-term, through the sharing of limited physical and financial resources without any negative impact on other established programs. The graduate experience of students will be enhanced and collaborative research among faculty members will be facilitated.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed new joint arrangements, regarding the offering of previously existing graduate programs in Geography at the University of Waterloo and Wilfrid Laurier University, which will rationalize existing programming and enhance the graduate programs in Geography at both institutions.

3. Consistency with Aims, Objectives and Existing Strengths

The proposed programs are built upon existing program strengths in Geography at the Master's level since 1962 at the University of Waterloo, and since 1965 at Wilfrid Laurier University. The University of Waterloo has offered a Doctoral program since 1969.

The new degree designations were included in the Universities' five-year graduate plans during the 1991-92 academic year. The combination of resources will result in significant faculty strength, unparalleled in the country. In each field of specialization, students will have access to between 11 and 15 faculty. This compares with a previous minimum of four in some fields, and a previous maximum of 10.³

The programs are supported by collateral programmatic strengths in Biology and Business at Wilfrid Laurier University, and by other graduate programs offered within the Faculty of Environmental Studies, such as Regional Planning, Resource Development and Applied Environmental Studies in Industrial Development, as well as Earth Science and other programs within the Faculty of Science, at the University of Waterloo. The institutions will be combining their existing investments in Geographic Information Systems technology and personnel.

It was of significant importance to the Academic Advisory Committee that the proposed merger of Geography programs at the University of Waterloo and Wilfrid Laurier University will be accomplished within existing resources, and that no additional funding needs have been noted. It is clear to the Committee that both programs will be significantly strengthened by the merger, while achieving economies of scale and eliminating duplicative course offerings.

The Academic Advisory Committee is satisfied that creation of joint MA/MES/PhD programs in Geography at the University of Waterloo and Wilfrid Laurier University is consistent with the aims, objectives and existing strengths of both institutions, and that this endeavour will incur net savings to the Ontario university system in the long term.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Arts/Master of Environmental Studies/Doctor of Philosophy programs in Geography at the University of Waterloo and Wilfrid Laurier University be recommended by Council for funding eligibility.

Academic Advisory Committee
June 5, 1992

3. University of Waterloo/Wilfrid Laurier University, Request for Funding for the Joint MA/MES/PhD Programs in Geography Offered by the University of Waterloo and Wilfrid Laurier University, Response to OCUA request for Additional Information, May 25, 1992, p. 7.

92-IX Extraordinary Grant for the Ontario Institute for Studies in Education

1.0 Introduction

In the Spring of 1991, the Minister referred to Council the issue of funding the incidence of incremental costs of bilingualism at the Ontario Institute for Studies in Education. The Minister specifically requested that Council "consider whether OISE should be deemed eligible to receive support from the Bilingualism Grants Envelope for French language program offerings".¹

In reviewing this reference, Council notes that simply offering French language programs does not entitle an institution to be considered to be a bilingual institution eligible for bilingualism grants. A bilingual institution must have a bilingual character beyond offering programs in French. It would be unwise to disperse the limited funding for bilingualism across too many institutions, thereby diluting the impact on French language services in each institution. The needs of existing bilingual institutions are still too great.

Nevertheless, when reviewing the OISE situation, Council came to the conclusion that OISE is faced with an anomalous situation which Council feels can best be addressed in the short-term by providing an extraordinary grant. Therefore, in this Memorandum, Council recommends that an extraordinary grant of \$185,000 be allocated to OISE in 1992-93, in recognition of the incremental costs of bilingualism and French language services at the institute -- an amount approximating what the existing bilingualism grants methodology applied to OISE would produce.

2.0 The Anomalous Situation Faced by OISE

OISE is the only university-level institution in the Province to have been designated as falling under Bill 8, An Act to Provide French Language Services in the Government of Ontario (the French Language Services Act). As such, it must provide a level of French language service as outlined in that Act. Bilingualism grants were not set up to meet the requirements of the Act. The potential costs incurred, in complying with the Act, may be higher than the costs covered by the current bilingualism grants methodology.

This mismatch of costs to methodology was evident in a review of the original information submitted by OISE to Council for bilingualism grants -- its French Language Services Plan. Most of the costs, identified in that plan, did not fit within current bilingualism funding arrangements. OISE is in a difficult situation, where it is required to incur some of the costs of being a bilingual institution in a funding regime not geared to meeting the costs imposed by the French Language Services Act. Consequently, the first question to be addressed by Council was whether, under these circumstances, OISE should be eligible for bilingualism grants, or should some other accommodation of OISE's circumstances be developed.

Council initiated its review of the incremental costs of bilingualism at OISE in 1991. However, the process of review was then delayed as Council tried to clarify whether it, or the new Advisory Committee on Francophone Affairs, should have responsibility for the review. The Minister then indicated that Council should proceed with the review "in

1. Letter to Dr. H.V. Nelles from the Honourable Richard Allen, Minister of Colleges and Universities, April 8, 1991.

collaboration with the Advisory Committee on Francophone Affairs" (ACFA).² In the Spring of 1992, OISE provided Council with a submission based upon the existing bilingualism grants methodology.

In early May, Council provided ACFA background material on OISE's request for bilingualism grants. ACFA subsequently indicated to OISE that it wishes to evaluate broader long-term policy issues.

Vous comprendrez qu'avant de prendre une décision qui pourrait être lourde de conséquence sur l'avenir du financement de l'enseignement universitaire en français, nous désirons nous assurer que l'IEPO se soucie non seulement d'offrir les deux programmes sus-mentionnés mais qu'il désire aussi développer l'enseignement en français et l'encadrement des programmes offert au étudiants et étudiantes de langue française. Ceci inclut non seulement les préoccupations strictement académiques mais aussi toutes les composantes de la vie universitaire contribuant à créer un milieu d'étude où les étudiants et étudiantes de langue française se sentent membres à part entière.³

Council agrees that a full long-term review of French language and bilingual funding at OISE is essential before setting the precedent of a new "bilingual institution". However, it believes that there are unique, legitimate and immediate bilingualism and French language services funding needs at OISE that should be supported in 1992-93. This funding should not be held up for the longer-term review. Council believes the fuller review that ACFA is undertaking is appropriate and necessary for 1993-94 funding and urges ACFA to continue with this review.

As noted above, Council believes that OISE is clearly in an anomalous situation. While the only support currently available to cover the ongoing costs of OISE's bilingual programs and services are the bilingualism grants, Council believes that it would be premature to make OISE eligible for bilingualism grants, until such time as the Institute's unique circumstances and funding needs can be directly addressed. At the same time, given the longer-term review under way by ACFA, Council does not believe it would be appropriate to develop a new costing methodology to address the French Services Act related costs for this year's funding. Instead, it feels it is more appropriate to use the current bilingualism methodology as a proxy calculation for the extraordinary costs incurred by OISE. Therefore, Council recommends that while recognizing the anomalous situation faced by OISE, it be provided an extraordinary grant for 1992-93, calculated in a manner consistent with the existing bilingualism grants methodology.

3.0 Application of the Existing Bilingualism Grants Methodology

In reviewing the bilingualism and French language services costs at OISE, Council has applied the same methodology used in its last review of the incidence of the incremental cost

2. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H.V. Nelles, April 8, 1991.

3. Letter from Dyane Adam, Chair, Advisory Committee on Francophone Affairs to Dr. Arthur M. Kruger, Director, Ontario Institute for Studies in Education, June 18, 1992.

of bilingualism in Advisory Memorandum 89-III.⁴ The results of these calculations, using 1991-92 data, are found in Table 1. The bulk of the costs are found in supplementary course offerings with less extensive costs for translation services.

Table 1

The Incremental Costs of Bilingualism at OISE, 1991-92
(**\$**)

Supplementary Course Offerings	171,280
Second Language Training	
Library	
Translation Services	12,274
Publishing, Printing, Stationery and Supplies	
Administrative Staff	
Computer Services	<hr/>
Total	183,554

As noted above, the dollar amounts outlined in Table 1 are the estimated incremental cost of bilingualism for 1991-92. For 1992-93 grant calculation purposes, these costs are escalated by the increase in base grants for 1992-93 - 0.9%. Therefore, the estimated incremental costs of bilingualism at OISE for 1992-93 is \$185,000. These funds should be allocated from the contingency provision recommended by Council in Advisory Memorandum 91-XII.

Accordingly, Council *recommends to the Minister:*

OCUA 92-48

*EXTRAORDINARY GRANT FOR THE ONTARIO INSTITUTE FOR STUDIES
IN EDUCATION 1992-93*

THAT for 1992-93 an extraordinary grant of \$185,000 be allocated to the Ontario Institute for Studies in Education for bilingualism and French language services.

4. For an outline of the methodology used to calculate the incidence of the cost of bilingualism see "Advisory Memorandum 89-III, The Allocation of the Government's Operating Support for the University System in 1989-90", Sixteenth Annual Report, 1989-90, Appendix A, pp. 136-139.

In making this recommendation, Council wishes to emphasize that it believes that OISE is in an anomalous situation, and that appropriate funding measures to fit the Institute's unique circumstances should be explored. It also believes that the review currently underway by ACFA should inform future bilingualism and French language services funding at OISE.

Colin Graham,
Interim Chair

July 10, 1992

92-X The Ontario Graduate Scholarship Program 1993-94

1.0 Introduction

Government established the Ontario Graduate Scholarship Program in 1973 to encourage excellence in Graduate Studies. Since then, the program has played a critical role in attracting and nurturing excellent new scholars in this Province. In this Memorandum, Council submits its advice on the value, number and distribution of the Ontario Graduate Scholarships for 1993-94. Council also submits advice regarding a supplementary set of awards addressing the doctoral shortage and educational equity concerns. The OGS advice is tendered, in accordance with Council's long-term objectives for the Ontario Graduate Scholarship Program, as outlined in Advisory Memorandum 85-VI, The Ontario Graduate Scholarship Program, 1986-87; the modifications to the institutional award category, which were recommended in Advisory Memorandum 87-IX, The Ontario Graduate Scholarship Program, 1988-89, and the four-year plan for the expansion in the number of awards recommended in Advisory Memorandum 89-VIII, The Ontario Graduate Scholarship Program, 1990-91.

2.0 Number of General Awards

For the 1991-92 OGS program, Council recommended that the total number of open, institutional and visa OGS awards be increased from the 1990-91 level of 1,200 to 1,300. Council applauds the Minister's acceptance of this recommendation but expresses regret that the program could not be fully implemented for 1991-92.¹ Council encourages and anticipates full distribution of the additional 100 awards this year and, in the future, recognizing that this increase in awards has increased the number of excellent graduate students who receive support.

Council continues to believe that there is a strong need to support as many qualified applicants as possible in graduate study, even in times of fiscal restraint. The 1991-92 increase of 100 awards responded to a number of pressures experienced by universities from increasing numbers of highly qualified students enroled in Graduate Studies. These pressures continue to exist. During the period from 1978-79 to 1992-93, the number of applicants for OGS awards has increased 43%. (See Table 1.) Most recently, between the 1991-92 and 1992-93 award years, the number of eligible applicants has increased 6.6%. The proportion of applicants, supported by OGS, increased marginally with the additional awards from 15.3% in 1990-91 to 15.7% in 1991-92; however, in 1992-93 this proportion decreased to 14.7%.

Although Council believes there is ample need and student demand to warrant the funding of additional awards, Council is cognizant of the existing environment of fiscal restraint and therefore recommends that the total number of general OGS awards for 1993-94 be maintained at 1,300. Council notes that the process for distribution of awards is outside the scope of this advice; however, Council has some reservations regarding the administration of the adjudication process of OGS awards. For example, the workload of reviewers is onerous, and supporting documentation provided in some cases is not sufficient to make informed judgements on the relative merits of candidates competing for a limited number of awards. Council believes that any future increase in awards should be accompanied by a review of the selection process which would include consultation with the university system.

1. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H. V. Nelles, April 23, 1991.

Table 1

Number of OGS Awards and Applicants 1978-79 to 1992-93

	<u>Number of Awards Available</u>	<u>Total Number of Applicants¹</u>	<u>% of Applicants Supported by the Program</u>
1978-79	1,200	5,041	23.8
1979-80	1,200	5,171	23.2
1980-81	1,200	5,711	21.0
1981-82	1,000	5,971	16.7
1982-83	1,200	6,249	19.2
1983-84	1,200	7,222	16.6
1984-85	1,200	7,320	16.4
1985-86	1,200	7,305	16.4
1986-87	1,200	7,190	16.7
1987-88	1,200	7,473	16.1
1988-89	1,200	7,771	15.4
1989-90	1,200	7,854	15.3
1990-91	1,200	7,827	15.3
1991-92	1,300	8,269	15.7
1992-93	1,300	8,851	14.7

1. Source: Ministry of Colleges and Universities, Students Awards Branch.

Accordingly, Council *recommends to the Minister:*

OCUA 92-49

**NUMBER OF GENERAL ONTARIO GRADUATE SCHOLARSHIPS
FOR 1993-94**

THAT for 1993-94, a total of 1,300 Ontario Graduate Scholarships be made available for:

- a) open competition;
- b) institutional awards;
- c) visa students; and

that institutional awards for 1993-94 be distributed according to Recommendation 87-40 in Advisory Memorandum 87-IX.

3.0 Scholarship Stipend Value

In establishing the minimum stipend value for 1992-93, the increased amount recommended to the Minister in Advisory Memorandum 91-X was not implemented in 1992. Following Council's recommendation, the Minister announced that the value of the Ontario Graduate Scholarship (OGS) stipend for 1992-93 would remain at the 1991-92 level of \$11,859 or \$3,953 per term.² As a result, the value of the stipend has not kept up with the increase in the cost-of-living for students which has occurred this year.

To encourage excellence in Graduate Studies within the Ontario university system, Council believes that the OGS stipend must be set at a level which will attract and retain superior graduate students. For a number of years, Council has recommended that the value of the OGS stipend should be set at its original level of 80% of the average value of the Federal government scholarships available from the Natural Sciences and Engineering Research Council (NSERC) and the Social Sciences and Humanities Research Council (SSHRC). For 1992-93, the OGS stipend value dropped short of that target with a decided value of 77% of the average value of the NSERC and SSHRC awards (see Table 2).

Council notes the current financial constraints on Government spending. However, Council also notes that other major scholarships have kept pace with the increase in the cost-of-living. At a minimum, Council believes that the OGS stipend value should reflect increases in tuition fees and living costs for graduate students. Maintaining the value of the scholarship at 80% of the estimated 1993-94 value of the NSERC and SSHRC awards will also continue to maintain the status, importance and effectiveness of the OGS Scholarship. The level of graduate funding is clearly an important factor in the completion rate and the time of completion of graduate students. Enhanced fellowship support reduces students' financial burden and increases the likelihood of students, not only completing their graduate studies, but also completing them within a reasonable period of time. Furthermore, attracting excellent scholars to Ontario universities increases the likelihood that such individuals will remain in Ontario and contribute to the growth and development of Ontario's economy. If the OGS award is to continue to be valued at 80% of the estimated mean of the NSERC and SSHRC awards in 1993-94, it will be necessary to raise the value of the OGS award to

2. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H.V. Nelles, April 10, 1992.

Table 2

Comparative Scholarship Stipends

	<u>OGS</u>	<u>NSERC PGS Awards¹</u>	<u>SSHRC Doctoral Scholarships</u>	<u>OGS as % of NSERC/SSHRC Average Value</u>
1974-75	\$ 3,400 ²	\$ 4,500	\$ 4,000	80
1975-76	3,400	5,000	5,000	68
1976-77	3,750	5,520	5,500	68
1977-78	4,350	6,000	6,000	73
1978-79	4,500	6,360	6,360	71
1979-80	4,800	7,000	6,750	70
1980-81	4,890	8,500	7,860	60
1981-82	5,700	9,350	8,760	63
1982-83	6,270	10,500	9,720	62
1983-84	6,585	11,100	10,800	60
1984-85	6,915	11,600	11,340	60
1985-86	7,305	11,600	11,640	63
1986-87	8,760	11,600	12,000	74
1987-88	9,105	11,600	12,000	77
1988-89	9,510	12,750	12,240	76
1989-90	10,200	14,100	12,720	76
1990-91	11,298	14,640	13,356	81
1991-92	11,859	15,655	14,016	80
1992-93	11,859	16,338 ³	14,436	77

Notes:

1. NSERC post-graduate scholarship (PGS) values are those, in effect, in the Fall of each academic year.
2. Adjusted to take account of the integration of fees into the award in 1976-77.
3. Average value of NSERC awards of \$15,600 for years 1 and 2 of Graduate Studies and \$17,400 for years 3 and 4 of Graduate Studies, weighted by the actual distribution of awards held in 1992 (60% in years 1 and 2 and 40% in years 3 and 4).

\$12,618 or \$4,206 per term, increasing the stipend value 6.0%, \$759 or \$253 per term³. This increase includes last year's shortfall of 3.5% as well as a 2.5% inflationary increase. Council also notes the existence of additional support funds available to meet the extra costs persons with disabilities experience.⁴

Accordingly, Council *recommends to the Minister:*

OCUA 92-50

ONTARIO GRADUATE SCHOLARSHIP STIPENDS 1993-94

THAT in 1993-94, Ontario Graduate Scholarships carry a minimum stipend value of \$12,618 or \$4,206 per term.

4.0 Targetted Doctoral Student/Educational Equity Awards

The availability of scholarships will have a critical role to play, both in alleviating faculty shortages which are predicted to reach significant proportions by the mid-to-latter 1990's and in advancing Government's goals of Educational Equity with respect to the five targetted groups: women, Francophones, aboriginal peoples, persons with disabilities and visible minorities. Council's 1990 Spring Hearings focussed, in part, on issues surrounding faculty renewal in Ontario universities. In its Brief, the Council of Ontario Universities (COU) estimated that the number of faculty retirements would increase, from its current level of about 200 per year, to a peak of over 600 annually in 2007.⁵ By the year 2000, 27% of current full-time faculty will have reached age 65. By the year 2005, 46% of current full-time faculty will have reached age 65. Similarly, a recent discussion paper compiled by the Association of Universities and Colleges of Canada (AUCC), examining the Canadian academic labour market, projects that for the period 1990 to 2000, annual faculty requirements will increase faster than the number of PhD graduates. A scenario, compiled by AUCC based on data including current trends in faculty growth, retirement, other attrition, and number of PhD graduates, indicates that faculty replacement needs will exceed the available supply to the end of the 1990's.⁶

Universities in Ontario will not be alone in the recruitment challenges posed by these retirements. Institutions in other jurisdictions, confronting the same pressures, will be competing with Canadian universities for new faculty. The Ontario Confederation of University Faculty Associations (OCUFA) indicated that, in the United States, a combination of an increase in the demand for university professors and a decrease in the supply of those qualified to assume academic positions will, by 1997, lead to an imbalance in the market for

3. The 1993-94 NSERC estimate used in the calculation is \$16,747, derived as the weighted average of the current 1992-93 NSERC values of \$15,600 for years 1 and 2 and \$17,400 for years 3 and 4 of Graduate Studies (\$16,338), inflated by a cost-of-living factor of 2.5%. The 1992-93 SSHRC value is estimated to be \$14,797, which is the 1992 value (\$14,436) inflated by an estimated cost-of-living factor of 2.5%.

4. The Vocational Rehabilitation Program under the Ministry of Community and Social Services provides additional funds for a wide variety of graduate student needs.

5. Council of Ontario Universities, Faculty Renewal in Ontario Universities. Some Notes for Discussion with the Ontario Council on University Affairs, April, 1990, p. 1.

6. Association of Universities and Colleges of Canada, Averting Faculty Shortages: A Discussion Paper on the Canadian Academic Labour Market in the 1990s, September 1991, p. i.

new faculty where "there will be roughly four candidates for every five job openings in universities."⁷ With a similar situation developing in the United Kingdom and other countries, unlike the 1960's and early 1970's, it will be extremely difficult for universities to fill open-faculty positions with non-resident or offshore recruitment. Ontario universities will need to look at generating their own faculty replacements.

A number of initiatives will need to be undertaken to meet the challenges posed by this mounting crisis. In its funding advice for 1991-92 and in its discussion paper on what it heard on human resource issues during the 1990 Spring Hearings, Council identified a number of issues and some of the initiatives needed to be undertaken. For example, entering the professoriate must be made an attractive career stream, relative to other segments of the economy.⁸ The need for improvements in the efficiency of Graduate Studies must be addressed by improving completion rates and shortening the times to completion in Doctoral studies, while simultaneously not deteriorating the quality of graduate education. Even with effective initiatives in these other areas, however, Ontario universities must attract the most qualified students to Graduate Studies so that a sufficient cohort of well-trained scholars is available to fill the increasing number of faculty vacancies.

As evidenced by the 1989-90 university corridor adjustments process where institutionally-proposed growth in Graduate Studies outstripped the funds available, universities are eager to increase graduate enrolment. It is important to make Graduate Study, particularly in Doctoral programs, a more attractive option to prospective scholars. Ontario must be prepared to continue its lead role in the production of new faculty, as institutions, both in the province and in other provincial jurisdictions, look to Ontario university graduates as an important source of future faculty.

Council also notes the expressed Government wish that the professoriate of Ontario universities should more closely resemble the larger population it serves, with respect to gender, race, and ethnicity, as well as its desire to remove obstacles for persons with disabilities to increased access into professoriate positions. Accordingly, Council believes a recommendation which promotes increased participation in university-level education by members of under-represented groups should continue to be incorporated into the OGS advice. While encouraging the process of faculty replacements, Council also believes that a portion of these discipline awards should be directed towards the improvement of participation in Doctoral studies of under-represented groups. The envisioned awards would not only encourage enrolment and retention among groups not represented equitably in the university sector, but would also foster research and scholarship at the graduate level, over the next several years, thereby ensuring that individuals are trained in areas where employment will be available.

Five under-represented groups have been identified: women, Francophones, aboriginal peoples, persons with disabilities and visible minorities. The degree of representation of these particular groups varies by discipline and level of study. Council believes that any plan that attempts to address imbalances in participation should recognize and address this reality. Accordingly, gathering information and knowledge on the representation of people at all levels of the university sector will be necessary to effectively achieve the goals of such an initiative.

7. Ontario Confederation of University Faculty Associations, Brief to the Ontario Council on University Affairs, April, 1990, p. 3.

8. Ontario Council on University Affairs, Retirement and Recruitment: The Challenge of Human Resources Planning in Ontario Universities in the 1990s, February 1991, p. 6.

In last year's advice on the OGS program, Council recommended the allocation of supplementary awards be made available, based on analysis of anticipated faculty replacement needs and the under-representation of particular groups undertaken by the Council of Ontario Universities or the Ontario Council on Graduate Studies. It was recommended that, beginning with 200 awards in 1992-93, these awards should grow annually by 200 to a steady-state level of 800 per year in 1995-96 and be sustained at this level until at least the year 2000-2001. This staged implementation of Targetted Doctoral Scholarships roughly reflected the fact that faculty renewal needs will build, with the increasing number of faculty vacancies, during this decade.

In response to this recommendation, the Minister stated that, due to fiscal constraints, additional funds beyond the 1991-92 levels could not be committed to the program. Accordingly, the supplementary Targetted Doctoral/Educational Equity Awards, recommended in last year's advice, were not accepted.

As part of an overall strategy to meet the challenge of replacing an increasing number of retired faculty, and achieve the broader goal of Educational Equity, Council continues to believe that a significant and effective response will be to attract new scholars to Ontario universities by increasing the total number of Ontario Graduate Scholarships, and by targetting these scholarships towards disciplines with significant faculty renewal needs and to individuals under-represented in the university sector. Enhanced fellowship support, which reduces students' financial burden, will serve to attract students to Graduate Study and, in so doing, increase the number of prospective students returning to graduate education. By attracting more top scholars into Doctoral programs, an expanded OGS program will help institutions better meet their future needs.

To relieve faculty shortages, it is critical that these awards are not allocated according to student demand, but rather are targetted to students who demonstrate intentions to pursue studies in those disciplines experiencing the highest levels of faculty replacement demand. As Table 3 indicates, in some discipline areas, there has not been a consistent level of applications for OGS awards in recent years. This demand does not match future faculty renewal needs. Council is convinced, however, that the introduction of Targetted Doctoral/Educational Equity Awards will be a catalyst for increasing student demand in the targetted disciplines. In this regard, Council will recommend on the allocation of these awards, based on such factors as anticipated faculty needs, labour market needs, and gender and minority group representation identified through consultation with the Council of Ontario Universities, the Ontario Council on Graduate Studies, as well as other informed groups.

Given the substantial lead time involved in the production of Doctoral students, it is important that immediate measures be adopted to attract enrolments in critical programs to ensure that sufficient numbers of qualified graduates are available as faculty retirements grow in numbers in the late 1990's. This program has been delayed two years already. Further delays should be avoided.

Accordingly, Council *recommends to the Minister:*

OCUA 92-51

SUPPLEMENTARY ONTARIO GRADUATE SCHOLARSHIPS

THAT, in addition to the awards recommended in 92-49, supplementary Ontario Graduate Scholarships be made available to Doctoral students intending to pursue academic careers, as identified with the assistance of the Council of Ontario Universities or the Ontario Council on Graduate Studies and other informed groups, and that a portion of these awards be targetted to address under-representation with respect to the groups identified in this Memorandum according to the following schedule:

- a) 200 in 1993-94
- b) 400 in 1994-95
- c) 600 in 1995-96
- d) 800 in 1996-97

and that the number and distribution of supplementary awards be reported annually and reviewed after the first three years, and subsequently at five-year intervals, beginning in the year 2000-2001.

5.0 Visa Student Awards

The Ontario Graduate Scholarship Program rewards visa student scholars for academic excellence and permits Ontario universities to compete with other provinces, and other nations, for outstanding visa students.

Council believes that the presence of a minimum number of academically-outstanding visa graduate students in Ontario provides great benefits to the universities in which they are enrolled. Council recommends, therefore, that the present number of visa student awards be continued.

Accordingly, Council *recommends to the Minister:*

OCUA 92-52

*ONTARIO GRADUATE SCHOLARSHIPS TO PERSONS ON STUDENT VISA
IN 1993-94*

THAT in 1993-94, 60 scholarships be reserved for persons who, at the time of application, are student visa holders.

6.0 Conclusion

The Ontario Graduate Scholarship Program is an effective instrument for enhancing the quality of graduate education in Ontario, and furthering Government's objectives of achieving quality and excellence in the Ontario university system. A strong Ontario Graduate Scholarship Program ensures the presence of a critical mass of excellent graduate students at Ontario universities. The encouragement, recognition, and reward of academic excellence are crucial to the growth and competitiveness of the provincial economy, in an increasingly knowledge-based society, and the enhancement of the intellectual and cultural life of the Province.

An expanded and strengthened OGS program can effectively respond to the faculty hiring challenges of the future, while also enabling individuals currently under-represented in Doctoral studies to meet the identified demands of society in the 1990's and beyond. The enhanced availability of awards will encourage participation of all groups in Doctoral programs, thereby assuring institutions of a steady supply of qualified scholars with which to maintain existing capacity or accommodate growth, in the face of large-scale retirements. This expansion of graduate opportunity, with a view to replacing the retiring professoriate, will at the same time ensure that private industry will not be denied highly-trained researchers as universities' needs expand.

In order to increase the number and diversity of individuals who participate in graduate education, the undergraduate pool of participants attracted to university, who will choose to go on to graduate school, must be enhanced. This would require an effort that goes beyond the OGS program. Therefore, Council also believes that an additional Affirmative Action initiative should be aimed at increasing participation of designated groups, at both graduate and undergraduate levels in specific programs. An effective mechanism which addresses the

Table 3

OGS Applications -- Distribution 1981-82 to 1992-93

	<u>81-82</u>	<u>82-83</u>	<u>83-84</u>	<u>84-85</u>	<u>85-86</u>	<u>86-87</u>	<u>87-88</u>	<u>88-89</u>	<u>89-90</u>	<u>90-91</u>	<u>91-92</u>	<u>92-93</u>	<u>% change 1991-92 to 1992-93</u>	<u>% change 1981-82 to 1992-93</u>
Humanities	1,410	1,396	1,505	1,552	1,556	1,596	1,669	1,730	1,836	1,921	1,955	2,048	4.5	31.2
Social Sciences	2,265	2,260	2,670	2,627	2,681	2,594	2,670	2,747	2,785	2,699	2,907	3,037	4.3	25.4
Physical Sciences	685	810	865	914	756	726	708	930	960	938	939	997	5.8	31.3
Biological Sciences	1,124	1,196	1,430	1,403	1,435	1,439	1,516	1,539	1,473	1,487	1,616	1,805	10.5	37.7
Applied Sciences	487	587	752	824	877	835	910	825	800	782	852	964	11.6	49.5
Total	5,971	6,249	7,222	7,320	7,305	7,190	7,473	7,771	7,854	7,827	8,269	8,851	6.6	32.5

1. Source: Ministry of Colleges and Universities, Student Awards Branch.

issue of Educational Equity at these levels will require consideration of the following:

- How many awards should be included?
- What dollar amount should the awards carry?
- At what level of study should these awards be offered?
- Under what criteria should these awards be offered, and in what order of merit should these criteria be ranked?
- How will these awards be distributed at the system level?
- What will the process of selecting award recipients be?
- What monitoring mechanism should be put in place to ensure effective implementation of this initiative?

Council believes that the acceptance of this advice would do much to permit a greater number of young scholars to complete their studies in preparation for careers in Ontario's post-secondary institutions and the private sector. By accepting the proposed Targetted Doctoral/Educational Equity Awards, the Government would, at the same time, increase the number of potential candidates for university-teaching jobs, and ensure that these new professors would be more representative of the population at large.

In conclusion, Council urges the Government to consider the possibility of the development of a scholarship program to promote Equity and Affirmative Action at the undergraduate level. Doctoral work, which is the entry-level activity for professorial candidacy, comes at the end of a long course of study. Designated groups will need support, in various forms at all stages of their education, if they are to be fairly represented at the end of the process. In order to achieve equity of outcomes, Council, therefore, believes that an additional set of undergraduate affirmative awards should be given consideration for the future.

Joy Cohnstaedt,
Chair

October 29, 1992

92-XI The Allocation of Government's Operating Support for the University System in 1993-94

1.0 Background

In November, the Government announced that, for the 1993-94 funding year, the total operating base of funds available for distribution to the university system will be capped at the 1992-93 level of \$1.972 billion.¹ Government also announced "one-time only" funding of \$56.0 million to the postsecondary sector, in support of restructuring initiatives and maintenance of enrolment levels. The university sector will receive \$29.0 million of the one-time only money.² This funding consists of \$1.0 million for the development of an Open Learning System (OLS), \$2.0 million for faculty externships/exchanges, \$9.0 million to fund the transition to New Corridor Mid-Points and \$17.0 million for Restructuring for Efficiency Funding.³

In early January, Council advised the Minister on the 1993-94 notional allocations of the one-time only Restructuring for Efficiency Funding of \$17.0 million.⁴ In a letter dated January 21, the Minister accepted Council's advice and requested that Council commence the process according to its proposed schedule.⁵ The guidelines for this program have been distributed to the institutions. Council will adjudicate the proposed projects of each institution and will provide formal advice to the Minister on this matter later in the Spring of this year.⁶

In its 1993-94 Allocative Advice, Council advises on base funding plus the \$9.0 million for transition to New Corridor Mid-Points. Government increased, by approximately \$13.5 million,⁷ the funds held at the Ministry for various specific purpose grants and other initiatives, therefore the funds available to Council for its allocative advice are reduced by approximately \$13.5 million. Included in the sum of \$13.5 million is the \$3.0 million

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1. Memorandum from the Honourable Richard Allen, Minister of Colleges and Universities to Executive Heads, Operating Support, 1993-94, November 26, 1992, p. 1.
 2. The university sector's share of the 1993-94 "one-time only" 2% postsecondary allocation, at \$29.0 million, is a 1.47% increment to base funding.
 3. Handout from the Honourable Richard Allen, Minister of Colleges and Universities, Allocation of \$56M (2%) Restructuring Grant in 1993-94 Postsecondary Sector, December 14, 1992.
 4. Letter from Professor Joy Cohnstaedt, Chair, Ontario Council on University Affairs to the Honourable Richard Allen, Minister of Colleges and Universities, January 12, 1993.
 5. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Professor Joy Cohnstaedt, Chair, Ontario Council on University Affairs, January 21, 1993.
 6. Details on the \$1.0 million OLS and \$2.0 million faculty funding have yet to be released.
 7. These funds include both the Faculty Renewal and Special Purpose Grants. While Faculty Renewal Funds declined from \$11.127 million in 1992-93 to \$7.625 million in 1993-94, the Ministry's Special Purpose Grants increased from \$22.216 million to \$36.216 million in 1993-94. Also included is the \$3.0 million University Research Incentive Fund.

Table 1

Availability of Funds for Distribution as Formula Grants for 1993-94 in Comparison to 1992-93

	<u>1992-93</u>	<u>1993-94</u>	<u>\$</u> <u>Change</u>	<u>%</u> <u>Change</u>
1. Total Operating Grants Available	1,971,966,000	1,971,966,000		
Deduct:				
2. Special Purpose Grants	22,216,000	36,216,000	14,000,000	63.0
3. Faculty Renewal Grants	11,127,000	7,625,000	(3,502,000)	-3.5
4. University Research Incentive Fund	0	3,000,000		
Sub-Total	33,343,000	46,841,000	13,498,000	40.5
5. Available for Council Allocation	1,938,623,000	1,925,125,000	(13,498,000)	-0.7
Add: One-time only New Corridor Funding		9,000,000		
6. Total Available for Council's Allocation	1,938,623,000	1,934,125,000	(4,498,000)	-0.2
Contingency Provision	800,000	500,000		
Available for Council Recommended Grants	1,937,823,000	1,933,625,000	(4,198,000)	-0.2
7. Mission-Related, Institution Specific Funding Envelopes				
a) Differentiation Grant	1,789,000	1,776,000	(13,000)	-0.7
b) Northern Ontario Grants				
i) Operations	8,533,000	8,469,000	(64,000)	-0.7
ii) Mission	3,000,000	2,978,000	(22,000)	-0.7
c) Bilingualism Grants	25,947,000	25,753,000	(194,000)	-0.7
Sub-Total	39,269,000	38,976,000	(293,000)	-0.7
d) Extraordinary Grant - Algoma College	760,000	706,000	(54,000)	-7.1
8. Other Operating Grants				
a) Research Overheads/Infrastructure Grants	30,569,000	30,340,000	(229,000)	-0.7
b) International Graduate Student Fee Waivers	5,746,000	5,703,000	(43,000)	-0.7
c) Enhanced Accessibility for Students with Disabilities	4,892,000	4,892,000	0	0.0
9. Transition Grants to New Corridors	172,878,000	181,878,000	9,000,000	5.2
10. Formula Grants	1,683,709,000	1,671,130,000	(12,579,000)	-0.7

Notes:

1. Line 1 reflects Government printed estimates for 1992-93 and 1993-94.

University Research Incentive Fund (URIF)⁸ that the Minister requested be accommodated within the funds on which Council recommends. Specifically, the Minister requested that Council examine "the feasibility of funding this initiative from within the existing Research Overheads Envelope."⁹ For reasons explained later in this advice, Council did not find this feasible and accordingly has treated the URIF allocation of \$3.0 million as a deduction before arriving at the amount available for Council allocation to the envelopes on which it usually recommends.

As a result, the allocation on which Council will provide advice for 1993-94 is \$1,934.125 million (Table 1, Line 6). This level comprises \$1,925.125 million in base funding (Table 1, Line 5) and \$9.0 million in "one-time only" funding. These operating funds are to be allocated to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College.

Government has also announced that Formula Fees, applying to both domestic and visa students, will increase by approximately 7% in 1993-94; it is estimated that this increase will generate an additional \$32.0 million in Regular Formula Fees based on 1992-93 enrolment levels.

2.0 Introduction

The recommended grant distribution by Council, as well as details on how the funds available for Council allocation are derived for 1993-94, are provided in Table 1. In weighing the alternatives, Council takes into consideration the following factors in determining its 1993-94 allocative advice to the Minister. Council considered the Minister's request to accommodate the \$3.0 million University Research Incentive Fund, within the funds that it usually recommends on, and more specifically that the 1993-94 URIF be accommodated within the Research Overheads/Infrastructure Funding Envelope.¹⁰ Council sought input from the institutions on this matter, as well as input on the accommodation of the increase in funds available for Special Purpose Grants and the "one-time only" \$9.0 million for Corridor Funding.¹¹

With respect to the "one-time" Corridor Funding, Council was urged by institutions to seek a method to make this one-time funding permanent, and furthermore to follow through on the balance of the funding required for this Envelope to ensure that the BIU values for Formula Grants Envelope and the Transition Grants Envelope are eventually equalized. With respect to the accommodation of the increase in funds available for Special Purpose Grants, several institutions indicated that the Formula Grants and other grants that usually reflect the same rate of change as the Formula Grants Envelope should all reflect the same decline to

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8. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Professor Joy Cohnstaedt, Chair, Ontario Council on University Affairs, December 22, 1992, p. 2. In that letter, the Minister requested that Council provide advice on funding support for the URIF since "support for this program will not be available from the Ministry of Industry Trade and Technology in 1993-94."
 9. *Ibid.*, p. 2.
 10. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Professor Joy Cohnstaedt, Chair, Ontario Council on University Affairs, December 22, 1992, p.2.
 11. Memorandum from Professor Joy Cohnstaedt, Chair, Ontario Council on University Affairs to Executive Heads of provincially-assisted universities, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College, January 12, 1993.

accommodate the decrease in the funds available for allocation. The consensus amongst the institutions, with respect to URIF, was that this Fund should not be accommodated within the funds on which Council usually recommends.

Council finds that the objectives of URIF are quite distinct from the objectives of the Research Overheads/Infrastructure Funding Envelope. The purpose of the URIF is "to encourage co-operative research ventures between Ontario universities and the private sector."¹² In contrast, the purpose of the Research Overheads/Infrastructure Funding Envelope, which has been in place since 1987-88, is to provide partial coverage for the extraordinary shortfall in the funding of the overhead costs of federally-sponsored research because the major federal granting agencies do not provide for such overhead coverage.¹³ For this reason, Council considers it to be inappropriate to accommodate URIF within the Research Overheads/Infrastructure Funding Envelope. Therefore, URIF is treated, in this advice, as another Ministry Special Purpose Grant and is taken off the top of the sum of the funds available for Council allocation (Table 1, Line 4).

The general approach to handling the reduction in these funds available for Council allocation is to divide the burden evenly, except for the Enhanced Accessibility for Students with Disabilities Funding Envelope, which is now under review, where maintaining service is critical to accessibility and is underscored by specific social policy objectives. Council notes that it will be delivering advice on this Envelope later in the Spring. Therefore, Council is recommending the same percentage decline, that is 0.7%, in Formula Grants and other grants which annually vary at the same rate as Formula Grants for 1993-94, except the Enhanced Accessibility for Students with Disabilities Funding Envelope which is maintained at the 1992-93 level. Council rejected a further selective approach to envelope reductions since that approach, in the absence of a thorough review of each envelope, could not be based on objective criteria. Furthermore, the Extraordinary Grant to Algoma College is reduced by \$54,000, or 7.1%. (Table 1, Line 7d.)

Council's priority is to maintain the funding base for incremental transition BIUs to New Corridor Mid-Points. Therefore the additional "one-time only" \$9.0 million, earmarked for this Envelope, is allocated by Council to funding transition BIUs to New Corridors (Table 1, Line 9). It should be noted that in its 1992-93 allocative advice, Council recommended only one-half of the Transition Grants required for 1992-93 be allocated. A decision was made by Council to defer one-half of what was outstanding in 1992-93, and that the deferral be spread over a number of years. This smoothing methodology for the Transitions Grants Envelope, which was recommended by Council for the 1992-93 funding year, results in a 1993-94 Transition Grant requirement of approximately \$9.0 million. Council notes that despite incremental Transition Grants of this size, the Transition BIU value remains discounted from the Base BIU value. The 1993-94 Transition BIU value is 92.7% of the Base BIU value.¹⁴ Council is also concerned that the \$9.0 million is in a category of "one-time only".

Council has reviewed the Northern Ontario Mission Grants Envelope and recommends that this Envelope, which has been maintained at \$3.0 million since its inception in 1987-88,

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12. Ministry of Colleges and Universities, URIF Information and Application Package, 1992.
 13. Ontario Council on University Affairs, "Advisory Memorandum 86-VII, Modification of the Operating Grants Formula", Thirteenth Annual Report 1986-87, pp. 178-180.
 14. Council currently estimates, in addition to a permanent addition of \$9.0 million to the Transition Funding Envelope, another \$15.0 million in Transition Grants is required to equalize the Transition and Base BIU values by 1996-97.

be reduced by the same percentage decline in Formula Grants (Table 1, Line 7b(i)). In addition, Council recommends modifications to the definition of eligible expenditure categories and increased monitoring of this fund. Council also recommends that separate accounting for these funds be established at each institution, similar to the practice already in place at Lakehead University and Laurentian University.

Council has also reviewed the Extraordinary Grant to Algoma College and recommends that this \$760,000 Grant, which has been in place at this level for the period 1989-90 to 1992-93, be reduced by \$54,000 (7.1%) and be maintained for one more year (Table 1, Line 7d). Council, therefore, recommends that an Extraordinary Grant in the amount of \$706,000 be provided to Algoma College for the 1993-94 funding year. Council recommends the reduction in this Grant, in line with lower-scale related costs at the College relating to the enrolment growth the College has experienced over the last few years which, assuming best management practice, should have reduced the extraordinary instruction costs associated with small section size. Council also notes that the College has not fully complied with some of the terms of this Grant, as were recommended by Council and accepted by the Minister.¹⁵

Council has reviewed the distribution mechanism for the Enhanced Accessibility for Students with Disabilities Funding Envelope and has found the current method, which is based on Current Base BIUs, to have served the purpose for which it was originally intended, that is to provide basic support for all institutions for the start-up of services such as a Special Needs Coordinator Office. However, a review of this Envelope was undertaken in 1992, because it was believed that student and institutional needs might well have changed since the start-up period. In its review of this Envelope, Council requested input from the institutions and raised this issue in its Fall Hearings. Council finds, on the basis of the evidence provided, that there is justification to modify the present distribution mechanism. In the short-term Council recommends an FTE-based distribution mechanism, since it appears that this methodology might more closely reflect the distribution of students with disabilities enrolments than does the BIU method. Specifically, Council recommends a three-year moving-average of eligible FTEs slipped one year. Council notes that the FTE method has a broad base of support. Council notes, however, that once a critical mass of students with disabilities is present in the institutions, funding these students might better be served by a distribution mechanism based on the number of students served and maintaining those services that are appropriately provided by the university, with the general proviso being to establish accurate base data. Therefore, Council recommends that the FTE distribution mechanism operate only for a two-year basis, until Council can complete a more thorough study to determine a basis to more adequately reflect the number of students with disabilities, and examine other issues related to the delivery of services to this community within the university setting.

In the following sections, Council presents Government with its advice on the distribution of the \$1,934.125 million in four broad categories. In Section 3, Council makes recommendations on the distribution of: the Differentiation Grant to Trent University; Northern Ontario Grants (Operations and Mission Grants); the Bilingualism Grants and the Extraordinary Grant for Algoma College. Council continues to provide advice on the size of the Bilingualism Grant in accordance with the Minister's letter to the Advisory Committee on Francophone Affairs (ACFA):

15. Ontario Council on University Affairs, "Advisory Memorandum 88-VIII, Mission, Programs and Funding for Algoma College", Fifteenth Annual Report 1988-89.

... the Ontario Council on University Affairs will be advising, on an annual basis, on the amount of the total envelope within the process of apportioning special grants and basic grants.¹⁶

In Section 4, Council makes recommendations on the allocation of the Research Overheads/Infrastructure Funding Envelope, the International Graduate Student Differential Fee Waivers and the Enhanced Accessibility for Students with Disabilities Funding Envelope. Council's recommendations, on the allocation of the Transition Grants made available to support upward corridor shifts in 1993-94, can be found in Section 5. Section 6 contains Council's recommendations for the Formula Grants Envelope and the contingency provision. The Formula Grants Envelope represents 86.4% of the total allocation.

At the end of this document, Council provides two tables. Table 2 summarizes Council's recommendations on grants by institution and Table 3 summarizes the distribution of Basic Operating Income (BOI). It should be noted here that the change in Nipissing, from an affiliated college of Laurentian University to Nipissing University¹⁷, is reflected in these tables, as is the Minister's acceptance of Council's advice that Hearst College be directly funded for its enrolments reported as pseudo-campus¹⁸, the funding for which was previously paid to Hearst College indirectly through Laurentian University.

3.0 Mission-Related, Institution-Specific Funding Envelopes

3.1 Differentiation Grant

Council's Advisory Memorandum 80-VI established Differentiation Grants as a new category of funding intended to assist institutions, which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require additional support to do so.¹⁹ Trent University is the only institution to have received a Differentiation Grant.

In 1989, Council initiated a thorough study to identify and estimate the incremental cost of Trent's differentiation. The results are outlined in Advisory Memorandum 89-IV,

16. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. D. Adam, Chair, ACFA, January 9, 1992, p.1.

17. On December 10, 1992, a private members bill, Bill PR 70 "An Act Respecting Nipissing University", received Royal Assent in the Provincial Legislature. As a result, Nipissing College (affiliated with Laurentian University) is now an independent Degree-Granting institution known as Nipissing University.

18. Ontario Council on University Affairs, Advisory Memorandum 92-III, Pseudo-Campus Program Review for the Laurentian University Affiliate, Hearst College.

Pseudo-campus reporting is a process whereby the affiliated college of Laurentian University reports enrolments in programs that have Laurentian Senate approval, but do not have specific Ministerial approval for direct funding. The Ministry funds these enrolments indirectly through the Formula and other mission-related grants that are provided directly to Laurentian University. These enrolments are in programs where the formula weight exceeds 1.0. Laurentian University distributes to the affiliate the Formula and mission-related grants pertaining to these enrolments.

19. Ontario Council on University Affairs, "Advisory Memorandum 80-VI, The Allocation of the Government's Operating Support for the University System in 1981-82", Seventh Annual Report 1980-81, pp. 131-132.

Trent University Differentiation Grant Review.²⁰ Based on the findings of Council's study, it recommended that the level of the Differentiation Grant should reflect the annual change in Formula Grants. In accordance with that advice, Council recommends that the level of the Differentiation Grant be decreased by 0.7% in 1993-94.

Accordingly, Council *recommends to the Minister:*

OCUA 92-53

DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1993-94

THAT a Differentiation Grant of \$1,776,000 be made to Trent University in 1993-94.

3.2 Northern Ontario Grants

In Advisory Memorandum 88-III, Northern Ontario Grants Review,²¹ Council reviewed the calculation of the Northern Ontario Grants. The review confirmed the existing funding procedures and identified two types of grants which should continue in the future for Northern institutions:

- Northern Ontario Operations Grants to provide for the costs of operating "in the North"; and,
- Northern Ontario Mission Grants to provide for the costs of "for the North" services.

In its 1992-93 allocative advice, Council recommended that a review be conducted in 1992-93, consistent with its recommendation in Advisory Memorandum 88-III, to review the Northern Ontario Mission Grant after four years. The Minister accepted Council's advice and requested that it proceed. The results of Council's findings are contained in Section 3.2.2.

3.2.1 Northern Ontario Operations Grants

The findings of Council's Northern Ontario Grants review in 1988 generally confirmed the Grant levels generated by the "mini-formulae", as outlined in Advisory Memorandum 88-III, closely approximated the incremental costs of institutions operating in the North. The formula was modified slightly in Advisory Memorandum 88-III to recognize the impact of the Corridor Funding System. Council's advice also identified five cost factors that were judged to have incremental costs associated with operating in Northern Ontario, which were measurable and therefore captured "in the North" costs. These included costs associated with:

- (a) the need to offer a reasonable range of programs to a large geographic area ...;
- (b) purchasing goods and services in the North;
- (c) utilities;
- (d) travel; and

20. Ontario Council on University Affairs, "Advisory Memorandum 89-IV, Trent University Differentiation Grant Review", Sixteenth Annual Report 1989-90, pp. 141-146.

21. Ontario Council on University Affairs, "Advisory Memorandum 88-III, Northern Ontario Grants Review", Fifteenth Annual Report 1988-89.

- (e) Laurentian University's affiliation with Algoma, Nipissing and Hearst colleges.²²

Pursuant to the recommendations contained in Advisory Memorandum 88-III, the values of the Northern Ontario Operations Grants for Lakehead University and Laurentian University and affiliated colleges fully reflected the "mini-formulæ" up to and including the 1991-92 fiscal year.

In 1992-93, the "mini-formulæ" was adjusted on account of the low overall Operating Grant increase made available in that year. Council recommended an adjustment to the "mini-formulæ" that resulted in a grant dollar increment of \$0.323 million, equal to approximately half the increment that would have been the outcome of the "mini-formulæ". Council also recommended that the outstanding 1992-93 increment on this Envelope be deferred to 1993-94. Council stated that:

Based on the Minister's announcement that the 1993-94 operating grant increase to universities will be 2.0% from the announced 1992-93 level, it appears that this 1992-93 deferral can be flowed through in 1993-94. Ultimately the achievability of Council's objective to reinstate increases to this grant that reflect increases in slip-year BOI is tied to the overall increase in operating funds that is made available in future years to meet the outstanding commitments in all of the envelopes.²³

For 1993-94, given the decline of 0.7% in funds available to be allocated among grants that Council usually recommends on, Council finds that to accommodate this deferral would require reductions in the other envelopes that Council recommends on, beyond the reductions required to accommodate the increase in Special Purpose Grants and the need to accommodate URIF. Instead, Council recommends that this Envelope reflect the decline in the Formula Grants Envelope in 1993-94, consistent with the overall reduction in funds available for allocation to this and other funding envelopes.

Consistent with the change in status for Nipissing from an affiliated College of Laurentian University to a free-standing University,²⁴ the Northern Operations Grants, that have flowed to Nipissing through Laurentian University based on Nipissing's pseudo-campus enrolments, are now to be flowed directly to Nipissing University. With respect to Hearst College, the Minister accepted Council's advice, as contained in Advisory Memorandum 92-III²⁵, that Hearst College be directly funded for its pseudo-campus enrolments, the funding for which had previously been flowed indirectly to the College through Laurentian University.

22. Ontario Council on University Affairs, "Advisory Memorandum 88-III, Northern Ontario Grants Review", Fifteenth Annual Report 1988-89, pp. 57.

23. Ontario Council on University Affairs, Advisory Memorandum 91-XII, The Allocation of the Government's Operating Support for the University System in 1992-93, p. 9.

24. On December 10, 1992, a Private Member's Bill, Bill Pr 70 "An Act Respecting Nipissing University", received Royal Assent in the Provincial Legislature. As a result, Nipissing College (affiliated with Laurentian University) is now an independent Degree-Granting institution.

25. Ontario Council on University Affairs, Advisory Memorandum 92-III, Pseudo-Campus Program Review for the Laurentian University Affiliate, Hearst College.

Accordingly, Council *recommends to the Minister:*

OCUA 92-54

NORTHERN ONTARIO OPERATIONS GRANTS 1993-94

THAT Northern Ontario Operations Grants in 1993-94 be made available in the following amounts:

Lakehead	\$3,585,000
Laurentian	3,457,000
Algoma	274,000
Laurentian (Algoma)	83,000
Hearst	234,000
Nipissing	836,000

3.2.2 Northern Ontario Mission Grants

The existing allocation and eligible expenditures associated with the Northern Ontario Mission Grants were established in Advisory Memorandum 88-III. In that advice, Council identified "for the North" costs to include:

- (a) costs associated with activities, such as developing and operating Northern research centres;
- (b) providing educational initiatives and access to remote communities and special segments of the population; and
- (c) developing and offering special programs which meet regional needs ...²⁶

Council also stated that activities funded through this Grant could include:

- new activities as defined above;
- Northern Ontario mission-related activities that have been started since the introduction of this Grant in 1987-88; and
- Northern Ontario mission-related activities supported by funding from other sources where such funding is no longer available.²⁷

The distribution mechanism and accountability for this Envelope was defined by Council as follows:

...the special Northern Ontario grant for activities "for the North" should be divided among the institutions by using the same proportions as calculated for the Northern Ontario Operations grants. While not requiring a competitive challenge fund for distribution, these grants should not be considered block grants to be used for normal operating expenditures. The planned and actual

26. Ontario Council on University Affairs, "Advisory Memorandum 88-III, Northern Ontario Grants Review", Fifteenth Annual Report 1988-89, p.63.

27. Ibid.

expenditure of these grants should be monitored to ensure that these funds are used for mission-related activities.²⁸

Council indicated, in Advisory Memorandum 87-XIII²⁹, that before reviewing the amount of the Grant available for Northern Ontario Mission activities it was important for institutions to demonstrate the value and effectiveness of the projects undertaken in meeting the mission of being institutions "for the North".

Council recommended, in Advisory Memorandum 91-XII³⁰, that the Northern Ontario Mission Grants Envelope be reviewed in fiscal year 1992-93. The Minister concurred and Council initiated its review with a letter to the Northern institutions on July 7, 1992.³¹ Council also raised this issue for discussion in its Fall Hearings. In response to Council's request, all of the Northern institutions provided a written submission. Council's findings, as a result of this review are detailed below.

Lakehead University and Laurentian University have established separate and specific procedures to account for funds that are expended under the terms of this Envelope. This method of accounting for these funds is found to be best practice. Therefore, Council recommends this practice also be adopted by all Northern institutions which have not yet established separate and specific accounting for these funds. Furthermore, Council recommends that the institutions, in establishing specific Northern mission-related activities to which these funds are allocated, consult the relevant stakeholder groups in an appropriate manner.

After having reviewed how the funds have been spent, Council finds it appropriate to refine the defined eligible expenditure areas to better ensure that these funds are being spent for Northern mission-related activities. Council recommends the definition of eligible expenditures exclude:

- all activities that could be eligible for funding under the Off-Campus Grant Envelope which is administered by the Ministry;
- practice teaching and related costs normally provided for through the weight of 2 that is allocated to teacher education;
- all off-campus activities not directly related to the Northern Mission teaching and research functions of the university or college;
- sabbaticals; and
- library expenditures not directly related to activities that are unique to Northern Ontario Mission Grants.

28. Ibid. pp. 63-64.

29. Ontario Council on University Affairs, "Advisory Memorandum 87-XIII, The Allocation of the Government's Operating Support for the University System in 1988-89", Fourteenth Annual Report 1987-88, p. 174.

30. Ontario Council on University Affairs Advisory Memorandum 91-XII, The Allocation of the Government's Operating Support to the Universities in 1992-93.

31. Letters from Mr. Colin Graham, Interim Chair, Ontario Council on University Affairs to Executive Heads of Lakehead University, Laurentian University, Algoma College, Nipissing College and Hearst College, July 7, 1992.

Council also recommends that the institutions submit their planned expenditures to Council at the beginning of the fiscal year, and that the Ministry adopt a monitoring procedure at fiscal year-end to ensure that actual expenditures conform with the eligible expenditure areas as identified by Council.

Council has also observed that the potential exists for eligible Northern mission-related expenditure activities to be covered by other grants that are flowed to the institutions, in particular Off-Campus Grants, which are included under the special purpose grants and are administered by the Ministry. Council, therefore, recommends that the Ministry, as part of its year-end monitoring of these funds, ensures these expenditures are not also eligible for funding under the Off-Campus Grants.

Despite some questions about the degree to which some of the expenditure areas actually conform with the defined eligible activities to be funded under this Envelope, Council does not recommend selective cuts to this Envelope since better monitoring and accountability procedures could have eliminated such uncertainty.

In summary, Council recommends that institutions be required to comply with the recommended modifications to eligible activities as contained in this advice. Furthermore, Council recommends that institutions be required to establish a separate and specific accounting for these funds. If institutions do not comply by 1994-95, then future funds should only be flowed, subject to pre-authorization by the Ministry of specific proposals by the institutions that comply with the conditions outlined in this advice. At this point, it is appropriate to reiterate the basic costs that have been identified by Council in earlier advice to the Minister as "for the North" costs:

- (a) costs associated with activities such as developing and operating Northern research centres;
- (b) providing educational initiatives and access to remote communities and special segments of the population; and
- (c) developing and offering special programs which meet regional needs ...³²

Accordingly, Council *recommends to the Minister:*

OCUA 92-55

NORTHERN ONTARIO MISSION GRANTS

THAT, for 1993-94 and future funding years, the definition of expenditures eligible for funding under this envelope be modified in accordance with considerations outlined in this Memorandum.

Furthermore, in line with the overall decline in funds available for allocation, Council regards it as appropriate to reduce the Northern Ontario Missions Grants to reflect the same rate of decline as the decline in the Formula Grants Envelope. Council also recommends that the Northern Ontario Mission Grants be distributed to Northern institutions in the same proportions as determined for the Northern Ontario Operations Grants.

32. Ontario Council on University Affairs, "Advisory Memorandum 88-III, Northern Ontario Grants Review". Fifteenth Annual Report 1988-89, p. 63.

Accordingly, Council *recommends to the Minister:*

OCUA 92-56

NORTHERN ONTARIO MISSION GRANTS 1993-94

THAT, for 1993-94, the Northern Ontario Mission Grants of \$2,978,000 be made in the following amounts:

Lakehead	\$1,261,000
Laurentian	1,216,000
Algoma	96,000
Laurentian (Algoma)	29,000
Hearst	82,000
Nipissing	294,000

3.3 Bilingualism Grants

Bilingualism Grants are provided to bilingual universities in Ontario in recognition that ongoing bilingual programs incur costs in excess of the normal operating costs incurred for continuing unilingual programs, in the following areas:

- a) supplementary course offerings;
- b) second language training;
- c) library operations;
- d) translation services;
- e) publishing, printing, stationery and supplies;
- f) administrative staff; and
- g) computer services.

In Advisory Memorandum 89-III, Council reported on the results of the study of incremental costs associated with bilingualism in Ontario universities.³³ Based on 1987-88 data, the study indicated that the total cost of bilingualism activities was \$21.221 million in that year. When escalated by the percentage increase in Formula Grants for 1988-89, 1989-90, 1990-91, 1991-92 and by 0.9% in 1992-93, the estimated incremental costs of bilingualism for 1992-93 amounted to \$25.947 million.³⁴

In Advisory Memoranda 89-VI³⁵ and 90-IV³⁶, Council recommended that additional funding be provided to fund the estimated shortfall in Bilingualism Grants. In 1991-92, Council was requested to consider the funding shortfall in determining an appropriate level for these Grants in that year. The \$25.7 million that Council recommended in 1991-92

33. Ontario Council on University Affairs, "Advisory Memorandum 89-III, The Allocation of the Government's Operating Support for the University System in 1989-90", Sixteenth Annual Report 1989-90, pp. 128-130.

34. The percentage increases in Formula Grants in 1988-89, 1989-90, 1990-91 and 1991-92 are 4.7%, 3.8%, 4.5% and 6.5%, respectively.

35. Ontario Council on University Affairs, "Advisory Memorandum 89-VI, Government Support of the University System in 1990-91", Sixteenth Annual Report 1989-90, p. 189.

36. Ontario Council on University Affairs, Advisory Memorandum 90-IV, Government Support of the University System in 1991-92, p. 51.

eliminated then existing shortfalls by providing for the full estimated incremental costs of operating bilingual programs.

In April, 1991, the Minister of Colleges and Universities requested that the Council "consider whether the Ontario Institute for Studies in Education (OISE) should be deemed eligible to receive support from the Bilingualism Grants Envelope for French language program offerings."³⁷ Council's advice to the Minister was provided on July 15, 1992, in Advisory Memorandum 92-IX.³⁸ In that advice Council found that "OISE is the only university-level institution in the province to have been designated as falling under Bill 8, An Act to Provide French Language Services in Government of Ontario (the French Language Services Act)."³⁹ Council recommended that an Extraordinary Grant of \$185,000 be provided to OISE based on the existing Bilingualism Grants methodology, until ACFA's longer-term review is completed.⁴⁰

In a letter dated January 7, 1993, from the Minister to the Director of OISE, the Minister indicated that a one-time Grant of \$185,000 "will be flowed to OISE during the month of February 1993 and is to be applied to fiscal year 1993-94".⁴¹

Council recommends \$25.753 million be made available for allocation in 1993-94, which represents an allocation level 0.7% lower than the 1992-93 level, consistent with the decline in the Formula Grants Envelope, and that it be allocated according to the incidence of incremental bilingualism costs as identified in Advisory Memorandum 89-III.

Accordingly, Council *recommends to the Minister:*

OCUA 92-57

BILINGUALISM GRANTS 1993-94

THAT Bilingualism Grants in 1993-94 be made in the following amounts:

Laurentian University	4,394,000
Sudbury (Laurentian University)	236,000
Hearst College	169,000
University of Ottawa	\$16,984,000
St. Paul (University of Ottawa)	1,764,000
Glendon (York University)	2,206,000

3.4 Extraordinary Grant for Algoma College

In Advisory Memorandum 88-VIII, Council recommended that Algoma College receive an Extraordinary Operating Grant to help address the current "structural deficit" of the

37. Letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. H.V. Nelles, Chairman, Ontario Council on University Affairs, April 8, 1991.

38. Ontario Council on University Affairs, Advisory Memorandum 92-IX. Bilingualism Grant for OISE.

39. Ibid., p. 1.

40. Op. cit., p. 3.

41. Stamp-dated letter from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. Arthur M. Kruger, Director, OISE, January 7, 1993.

College. The conditions for the provision and continuation of this Grant are outlined in that Memorandum:

First, the College must accept the mission outlined in this memorandum. Second, the academic program plans outlined above must be followed. The course consolidation must proceed immediately. All new program offerings must be approved by the Minister on the recommendation of Council and must not require additional extraordinary funding. New peripheral course offerings must be undertaken only on a cost-recovery basis. Third, the College must develop a plan for the reduction of the accumulated operating deficit to achieve its elimination by 1992-93. This plan must include, at a minimum, a balanced current-year operating budget in 1989-90. Fourth, the College must continue its affiliation with Laurentian University. Fifth, the College finances are to be supervised by Laurentian University until such time as the College's accumulated operating deficit is eliminated.⁴²

For 1989-90, Council recommended, in Advisory Memorandum 89-III⁴³, that an Extraordinary Grant of \$760,000 be provided to Algoma College to address the estimated structural imbalances. Council emphasized any future Extraordinary Grant for the College depends upon the findings of a cost study that established the appropriate level of the Grant for 1991-92.

A cost study was undertaken in 1990 to determine how closely the Extraordinary Grant reflected Algoma's true structural deficit. The findings of that cost review were reported in Advisory Memorandum 90-VII. In the review, Council found the original Grant level of \$760,000 to closely approximate the College's scale-related extraordinary costs. Council concluded that the College's Extraordinary Grant be held constant at \$760,000 for the 1990-91, 1991-92 and 1992-93 funding years. Council noted further that:

a recommendation of a fixed sum over three years would assist the institution in achieving its mandated responsibilities by providing a solid financial basis for planning. It is Council's belief that a combination of formula grants, enhanced by an already existing Northern grant, and the provision of the three-year extraordinary grant will allow Algoma the opportunity to eliminate the College's accumulated deficit while providing a secure framework for fiscal planning.⁴⁴

Council also indicated that the appropriateness of the level of the Extraordinary Grant, and the supporting confirmatory methodology, should be re-examined prior to determining funding needs beyond 1992-93. The review of the Algoma Extraordinary Grant, which Council recommended in Advisory Memorandum 90-VII, was initiated in 1992-93. Council's findings, with respect to its review of this Grant, are outlined below.

42. Ontario Council on University Affairs, "Advisory Memorandum 88-VIII, Mission, Programs and Funding for Algoma College", Fifteenth Annual Report 1988-89, pp. 125-126.

43. Ontario Council on University Affairs, "Advisory Memorandum 89-III, The Allocation of the Government's Operating Support for the University System in 1989-90", Sixteenth Annual Report, 1989-90, p. 131.

44. Ontario Council on University Affairs, Advisory Memorandum 90-VII, Extraordinary Grant for Algoma College 1990-91, p. 3.

All documentation provided by the College to date indicates that it will not have eliminated its accumulated deficit in 1992-93. In addition, Council finds the College has increased administrative overheads by adding to the existing complement in a manner that is inconsistent with the long-term achievement of a balanced budget. Furthermore, the College does not appear to have accepted the first condition contained in Advisory Memorandum 88-VIII, which was that the College accept the mission outlined in that Memorandum. In a letter dated March 26, 1992, the College applied to the Minister⁴⁵ to have its status changed to that of an independent Degree-Granting institution whose mission would require a significant and costly change in the structure of course and program offerings.⁴⁶

In Council's review of the size of the Extraordinary Grant to Algoma College in 1990, Council found that the College experiences extraordinary costs relative to larger institutions in two areas: instruction and administration. Classes tend to be small in size, more costly to run, and therefore result in higher instructional costs. Similarly administrative costs-per-student are high due to the combination of a small student population and the need to provide a basic level of administrative service. The extraordinary costs that the College was assessed to incur in Council's 1990 study were adjusted for the coverage that the College receives through its Northern Operations Grant. In Advisory Memorandum 88-III, "Northern Ontario Grants Review", Council found that Northern institutions experience scale-related instruction costs which arise from their mandate to offer "a reasonable range of courses to a large geographic region with a low population density."⁴⁷

The College's enrolments have grown to a more viable size since the 1990 review and, on that basis, extraordinary instruction costs have declined. On the basis of 1992-93 enrolments provided by the College, Council finds the College's extraordinary instruction costs have declined by approximately \$54,000.⁴⁸ Therefore Council recommends that the Extraordinary Grant to Algoma be reduced by \$54,000 to a level of \$706,000 for 1993-94. In doing so, Council is extending the agreement on this Grant by one additional year to the end of the fiscal year 1993-94. Council notes that the original condition pertaining to the elimination of the College's deficit must be met in 1993-94. Before the funds flow there must be a written guarantee that the College will eliminate its deficit in 1993-94. Council recommends that, upon being satisfied the cumulative operating deficit has been eliminated, a review be undertaken to determine the feasibility of transferring some level of this Extraordinary Grant to the College's base funding.

45. Letter from Dr. Doug Lawson, President, Algoma College to the Honourable Richard Allen, Minister of Colleges and Universities, March 26, 1992.

46. In a letter stamp-dated May 14, 1992, from the Honourable Richard Allen, Minister of Colleges and Universities to Dr. Lawson, Algoma College, the Minister indicated that until the College complies with the recommendations contained in Advisory Memorandum 88-VIII that "it would be premature to consider establishing it as an independent, publicly-assisted degree-granting institution."

47. Ontario Council on University Affairs, "Advisory Memorandum 88-III, Northern Ontario Grants Review", Fifteenth Annual Report 1988-89, p. 55.

48. This estimate results from the application of the formula used in Advisory Memorandum 90-VII to confirm the extraordinary instruction costs associated with the College's small scale that are not completely covered by the Northern Operations Grant that it receives.

Accordingly, Council *recommends to the Minister:*

OCUA 92-58

ALGOMA COLLEGE EXTRAORDINARY FUNDING 1993-94

THAT an Extraordinary Grant of \$706,000 be allocated to Algoma College for the 1993-94 funding year, subject to the conditions detailed above.

4.0 Other Operating Grants

4.1 Research Overheads/Infrastructure Funding Envelope

In Advisory Memorandum 87-XV⁴⁹, Council reviewed the mechanism used to allocate the Research Overheads/Infrastructure Funding Envelope. It recommended that the Envelope be allocated on the basis of each institution's proportionate share of Total Peer-Adjudicated Research Funding awarded to Ontario universities by the Medical Research Council (MRC), the Natural Sciences and Engineering Research Council (NSERC) and the Social Sciences and Humanities Research Council (SSHRC), calculated annually using a three-year moving-average. At this point, Council notes that legislation to merge Canada Council and SSHRC is pending. Council has been informed that the SSHRC Grants will continue to be distributed separately.

For 1993-94, Council has considered the Minister's request that the URIF program be accommodated within the Research Overheads/Infrastructure Funding Envelope. Council recommends instead that the URIF fund be accommodated by taking it off the top of the funds available for allocation to envelopes on which Council usually recommends. Accommodating URIF solely within the Research Overheads/Infrastructure Funding Envelope would not be in keeping, with the very distinct purposes, of these envelopes. The purpose of URIF is to encourage co-operative research ventures between Ontario universities and the private sector, while the purpose of the Research Overheads/Infrastructure Funding Envelope is to provide partial coverage for the extraordinary shortfall in the funding of the overhead costs of sponsored research, since the major federal granting agencies do not provide for such overhead coverage in their peer-adjudicated research grants.

Council recommends \$30.341 million be made available in 1993-94 for this Envelope, which reflects the same rate of decrease for the Formula Grants Envelope. These Grants are allocated according to each institution's share of the three major federal granting councils' peer-adjudicated research grants for 1989-90, 1990-91 and 1991-92.

Accordingly, Council *recommends to the Minister:*

OCUA 92-59

RESEARCH OVERHEADS/INFRASTRUCTURE FUNDING GRANTS 1993-94

THAT Research Overheads/Infrastructure Funding Grants be made available according to the amounts indicated in Table 2.

49. Ontario Council on University Affairs, "Advisory Memorandum 87-XV, Research Overheads/Infrastructure Funding Envelope Allocative Mechanism", Fourteenth Annual Report 1987-88, pp. 211-222.

4.2 International Graduate Student Differential Fee Waivers

Council outlined its advice on procedures for allocating Government's contribution to International Graduate Student Differential Fee Waivers in Advisory Memorandum 88-V.⁵⁰ This advice confirmed the existing practice, where waivers were allocated among Ontario universities according to each institution's slip-year three-year average of full-time graduate student enrolment, subject to a minimum of not less than three waivers for any institution with graduate enrolment.

Council notes that the discount on the Fee Waiver has increased during the past few years. The decision by Government to freeze the 1991-92 Fee Waiver value at the 1990-91 level, in a year when Fees were increased by 8%, resulted in a smaller proportion of these Fees being provided for by the Waiver than would have been the case if the 1991-92 Fee Waiver had reflected Council's recommended 6.5% increase for that year. In 1990-91, the Fee Waiver provided for 56.7% of the three-term Fees for an international graduate student.⁵¹ That coverage had shrunk to 52.5% in 1991-92 with the announced freeze in the Fee Waiver value. For 1992-93, the portion of the Fees provided for by the Fee Waiver dropped to 49.5% and, when Council's recommendation for 1993-94 is taken into consideration, the Fee coverage provided for shrinks to approximately 45.9%. Council notes that the present coverage is not in line with the intended coverage. Council, therefore, recommends that Government review what the appropriate level of coverage should be.

For 1993-94, Council notes that Government has made available 1,000 International Graduate Student Differential Fee Waivers. Council recommends that these be funded at a rate of \$5,703 per Waiver, a 0.7% decrease in comparison to the 1992-93 Waiver value. It also recommends that these Grants be allocated, according to the procedures outlined in Advisory Memorandum 88-V.

Accordingly, Council *recommends to the Minister:*

OCUA 92-60

*INTERNATIONAL GRADUATE STUDENT DIFFERENTIAL FEE WAIVER
SUPPORT 1993-94*

THAT International Graduate Student Differential Fee Waiver Grants be made available, according to the amounts indicated in Table 2.

4.3 Enhanced Accessibility for Students with Disabilities Funding Envelope

On April 20, 1988, the Minister of Colleges and Universities requested "Council's early advice on programs to promote access for the underrepresented groups", and announced that \$4.0 million from the Accessibility Envelope would be set aside for that purpose.⁵² In Advisory Memorandum 88-IX, Council stated that the \$4.0 million should be made available

50. Ontario Council on University Affairs, "Advisory Memorandum 88-V, International Graduate Student Differential Fee Waivers", Fifteenth Annual Report 1988-89, pp. 85-89.

51. Ministry of Colleges and Universities, The Ontario Operating Funds Distribution Manual, 1990-91 Fiscal Year, Appendix 5.1.3, January 30, 1991.

52. Letter from the Honourable Lyn McLeod, Minister of Colleges and Universities to Dr. P. Fox, Chairman, Ontario Council on University Affairs, April 20, 1988.

to enhance access for disabled students.⁵³ Council recommended, in that Memorandum, that the allocation be annual and ongoing, based on each institution's share of Base BIUs with a minimum floor of \$30,000 allocated to each institution.

In 1991, at the Minister's request, Council considered an appropriate increase in the minimum floor provision available to institutions. For 1991-92, Council recommended and the Minister accepted that the floor of \$30,000 per institution should be increased \$90,000 per institution.

In Council's 1992-93 allocative advice, Council noted that:

...this envelope has been in place since 1989-90. Some of the circumstances which were then relevant to the recommended distribution mechanism might have changed since Government accepted Advisory Memorandum 88-IX. Accordingly, Council recommends that a review of this envelope be undertaken in 1992-93 to evaluate the effectiveness of the current distribution mechanism.⁵⁴

The Minister concurred with Council's advice. Council initiated its review of this Envelope in July, 1992.⁵⁵ Council requested input from the institutions and from the following organizations: Council of Ontario Universities (COU), Inter-University Association (IDIA), Ontario Confederation of University Faculty Associations (OCUFA), Ontario Federation of Students (OFS), Advisory Committee on Francophones Affairs (ACFA) and the Office for Disability Issues (ODI). Council also raised this issue for discussion in its Fall Hearings. Based on the written submissions provided in response to Council's July, 1992 letter and what Council heard in its Fall Hearings, Council found a majority of support for changing the distribution mechanism from a weighted-enrolment basis to that of an FTE basis. During the course of the discussions, several institutions proposed co-operative initiatives which would seek to improve both service and efficiency. Council also heard that a majority want to avoid any change which limits the student's freedom of choice of institution. Council's specific recommendations, with respect to the change in the distribution mechanism, will be contained in Advisory Memorandum 93-I.⁵⁶ The resulting 1993-94 institutional allocations are also provided in Table 2 of the current Advisory Memorandum.

Council recommends that, for 1993-94, the level of the Enhanced Accessibility for Students with Disabilities Funding Envelope remains unchanged from the 1992-93 level. Council emphasizes that these allocations must be spent in support of enhancing accessibility for students with disabilities.

53. Ontario Council on University Affairs, "Advisory Memorandum 88-IX, Enhancing Access for Disabled Students to Ontario Universities", Fifteenth Annual Report 1988-89, pp. 129-141.

54. Ontario Council on University Affairs, Advisory Memorandum 91-XII. The Allocation of the Government's Operating Support for 1992-93, p. 19.

55. Letter from Mr. Colin Graham, Interim Chair, Ontario Council on University Affairs, to the Executive Heads of provincially-assisted Ontario universities, July 10, 1992.

56. Ontario Council on University Affairs, Advisory Memorandum 93-I, Review of the Distribution Mechanism for the Enhanced Accessibility for Students with Disabilities Funding Envelope.

Accordingly, Council *recommends to the Minister:*

OCUA 92-61

ALLOCATION OF ENHANCED ACCESSIBILITY FOR STUDENTS WITH DISABILITIES FUNDING ENVELOPE 1993-94

THAT these funds be made available, according to the methodology to be outlined in Advisory Memorandum 93-I, resulting in the allocation indicated in Table 2.

5.0 Transitional Funding to Support Upward Corridor Shifts

The Minister's November letter, which requested Council's allocative advice for 1993-94, was also a response to Council's funding advice for 1993-94 as contained in Advisory Memorandum 92-IV.⁵⁷ The response was silent both on how the large number of unfunded enrolments already in the system would be funded, and on how Government intended to deal with projections of further short and medium-term increases in demand. These demand projections were subsequently supported by the Demand Study carried out by McMaster University researchers for the Ministry.⁵⁸

In its 1993-94 funding advice, Council recommended that Operating Grants increase by 3.9% or \$69.1 million in 1993-94 to support the teaching infrastructure costs for the unfunded 15,500 Basic Income Units (BIUs), or approximately 9,100 Full-Time Equivalents (FTEs).⁵⁹ This additional \$69.1 million was recommended as an important first step towards accommodating unfunded demand in a more permanent manner. This recommendation was for funding, beyond the incremental Transition Grant funding, to New Corridor Mid-Points already scheduled to be phased-in during the 1993-94, 1994-95 and 1995-96 funding years⁶⁰, with sufficient increases in the amount of incremental grants provided for in each of these years to ensure that, by 1996-97, Base Basic Operating Income (Base BOI) per Basic Income Unit (BIU - weighted enrolment) equals Transition BOI per BIU. Simply stated, the operating income (grants and fees) provided by Government, per incremental enrolment beyond base enrolments that are eligible for incremental transition funding, would be the same as Government provides per enrolment in the base years of 1983-84, 1984-85 and 1985-86.

Based on preliminary 1992-93 estimates of winter enrolments, system-level BIUs that are eligible for funding increased by 1.3% in 1992-93. With this increase, system enrolments

57. Ontario Council on University Affairs, Advisory Memorandum 92-IV, Government Support of the University System in 1993-94.

58. Frank T. Denton and Byron G. Spencer, Modelling and Analysis of Postsecondary Institutional Enrolment Patterns in Ontario, McMaster University, July, 1992.

59. Ontario Council on University Affairs, Advisory Memorandum 92-IV, Government Support of the University System in 1993-94.

60. It is important to note that this phase-in was accepted in "Advisory Memorandum 90-I, Revisions to Universities Formula Grants Envelope Corridor Mid-points as a Result of the 1989-90 Corridor Negotiations", Seventeenth Annual Report 1990-91, pp. 23-76.

are 457,534 BIUs,⁶¹ or 34,004 BIUs above the New Corridor Mid-Point of 423,530 BIUs and 21,298 BIUs over the top of the New Corridor. Figure 1 illustrates slip-year enrolments in relationship to the current base and New Corridor. The university system continues to absorb enrolment demand, beyond funded levels, to a current estimated grant value of \$94.2 million for the 21,298 BIUs in the system in excess of the New Corridor level. (Figure 1)

Council acknowledges a deteriorating Government revenue situation. However, the reduction in grants available to meet ongoing operating commitments, despite increasing user contributions, seriously undercuts institutions' efforts to manage financial shortfalls and enrolment increases in a responsible way, and furthermore inhibits the stability needed by universities for financial planning.

As in other public sectors, Council was faced with difficult choices, among competing interests, for 1993-94. The additional \$9.0 million, which has been provided in 1993-94 for Transition funding specifically "to meet the existing commitment to this funding envelope for the 1993-94 funding year",⁶² has assisted Council in dealing with these choices. In making a recommendation, Council also took into consideration the options that were submitted by the institutions, in response to Council's request for input on the allocation of the 1993-94 Operating Grants.

There was a consensus in the responses received towards honouring the New Corridor Funding strategy. There was also concern that the additional \$9.0 million would not be available in 1994-95 and thereafter. Some institutions pre-committed Corridor Funding to provide for the added costs pertaining to these increased enrolments. They have suggested it might be necessary to re-evaluate and modify enrolment targets if the necessary funding is not provided for a full Transition BIU value. Council believes the priority for future funding by the Province to be financial stability and secure operating funding. This should include meeting the corridor growth requirements established in 1990.

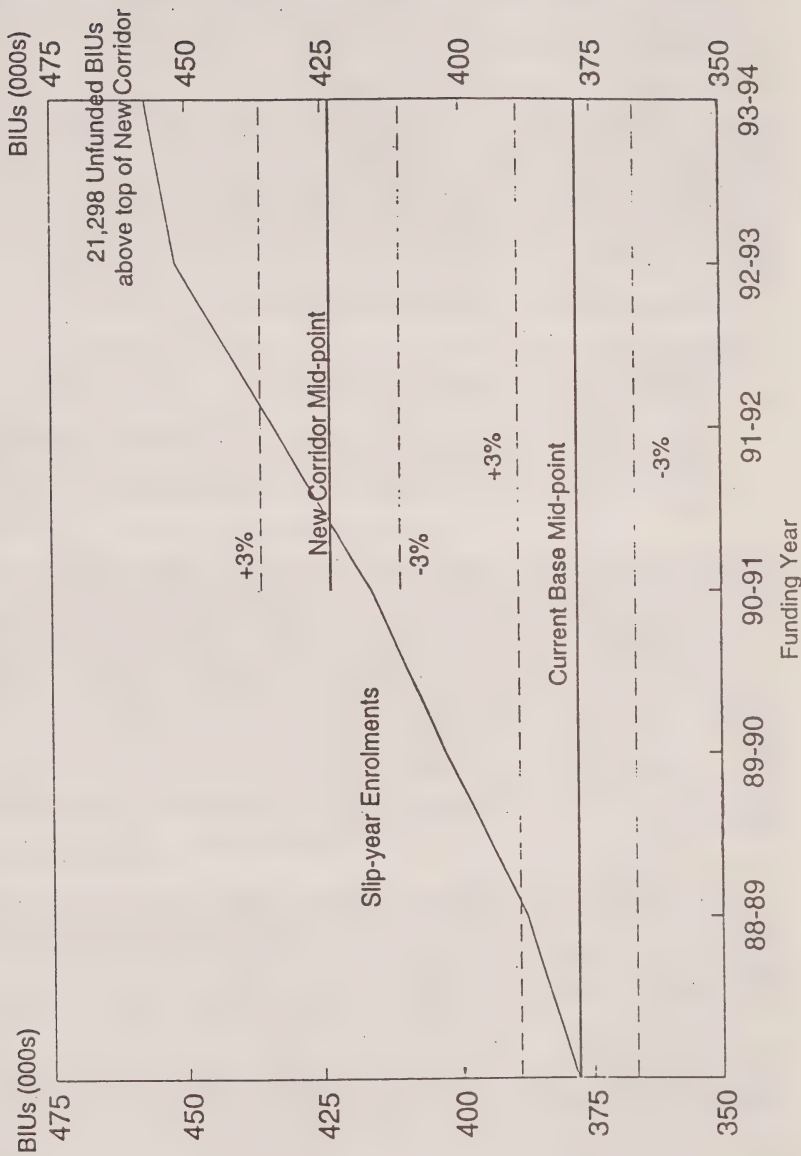
In the 1992-93 allocative advice, Council determined that the \$21.5 million Transition Grant increase required, according to the methodology of slip-year BOI/BIU applied to the 1992-93 phase-in of target transition BIUs, was too large to be accommodated with the funds available for allocation in that year. Council therefore recommended that:

With the extraordinarily low operating grant increase for 1992-93, Council believes that it is appropriate to temporarily defer a portion of the 7.8% increase in transition BOI per BIU. At the same time, it commits to restoring the deferred portion of the scheduled rate increase in a judicious manner. While it wishes in future years to fund this shortfall, Council also wants to ensure that, in future years, inter-year variations in Base BOI increases do not result in the same problems encountered this year, whereby normal transition grant increases could only be met with the funds available if the increase in the Formula grants envelope was held to 0.2%.

61. Based on estimates of winter-term enrolments, Corporate Planning Services, Ministry of Colleges and Universities, USIS-UAR Report, February 9, 1993.

62. Handout from the Honourable Richard Allen, Minister of Colleges and Universities, Allocation of \$56M (2%) Restructuring Grant in 1993-94 Postsecondary Sector, December 14, 1992.

Figure 1
System Enrolments in Relation to
Current Base & New Corridor



Therefore, Council recommends that, in future years, the transition BOI rate used to determine the size of transition grants required increase at a rate not less than 1.7% beyond the current-year rate of increase in Base BOI.⁶³

The funds available as transition funds are allocated according to growth in new "growing" Moving-Average BIUs of each institution receiving a corridor shift (i.e., the difference between the new Moving-Average BIUs and current Base BIUs). For the 1993-94 funding year, the growing Moving-Average comprises four years -- 1989-90, 1990-91, 1991-92 and 1992-93. In instances where an institution's Moving-Average BIUs exceed its New Corridor Mid-Point BIUs, it will be funded according to its New Corridor Mid-Point BIUs rather than its Moving-Average BIUs.⁶⁴

Accordingly, Council *recommends to the Minister:*

OCUA 92-62

CORRIDOR SHIFT FUNDING FOR 1993-94

THAT \$181.878 million in Transition Grants be made available in 1993-94 to support upward corridor shifts according to the distributions recommended in Advisory Memorandum 90-I, resulting in the initial allocation indicated in Table 2.

In addition, Council recommends that the Transition Grants not be folded into the Base Funding for those institutions that have achieved, and been afforded, the protection of their New Corridor since this would add an unnecessary complication to the grant calculations for these two Envelopes. Therefore, Council recommends that the Formula Grant and Transition Grant Envelopes continue to be calculated separately until either all institutions have achieved and are afforded the protection of their New Corridor or the end of the target BIU phase-in period is reached. Institutions not achieving their New Corridor Mid-Points by the end of the target BIU phase-in period will lose the number of BIUs by which their Moving-Average BIUs fall short of their New Corridor, and these BIUs will be re-distributed to those institutions in the system that received incremental allocations in the Corridor Negotiations process.

6.0 Formula Grants Envelope

Of the base \$1,971.966 million in Operating Grants available for 1993-94, \$47.125 million has been previously targeted, for particular purposes, by Government (including the URIF program). Including the one-time only Transition Funding to New Corridors of \$9.0 million, Council has \$1,934.125 million to recommend on. Included in these deductions shown in Table 1 is \$500,000, which is set aside by Council as a contingency provision.

The Contingency Fund is identified annually in Council's allocative advice to Government for the purpose of meeting potential exigencies. Examples of such commitments are: the additional Formula Grants that would be required for any retroactive BIU adjustments, and to meet any other institutional financial contingency that would be deemed

63. Ontario Council on University Affairs, Advisory Memorandum 91-XII, The Allocation of the Government's Operating Support for 1992-93, p. 24.

64. Eight institutions have fulfilled all of the accountability requirements to be afforded the protection of their New Corridor Mid-Points.

appropriate to be underwritten by the Minister responsible for universities. Any unused funds in the contingency reserve are added to Formula Grants at the end of the fiscal year.

For 1993-94, Council recommends that \$1,671.130 million be allocated according to the Formula Grants methodology, as recommended in Advisory Memorandum 86-VII.⁶⁵ This represents a 0.7% decrease over the Formula Grants allocated by Council in 1992-93. It should be noted that the calculation of the Moving-Average BIUs (five years ending in 1992-93) for the Ontario College of Art (OCA) is 22.2 BIUs below the lower limit of their Current Corridor Mid-Point of 2,500 BIUs. On this basis, the College will lose approximately \$100,000 in Formula Grants since their Formula Grants, for 1993-94, are calculated on the basis of their Moving-Average BIUs and Moving-Average Fees instead of a fixed share of system Base BOI.⁶⁶ At this point, it should also be noted that OCA has received special funding considerations over the past several years. Most recently, Council's recommendations in Advisory Memorandum 92-II⁶⁷, which were accepted by the Minister, are now being acted on.⁶⁸

The results of the Formula Grant calculations are found in the first column of grants contained in Table 2. Subject to any necessary changes in an individual institution's BIU and Formula Fee count and Visa Student Fee redistribution, Council recommends that the Formula Grants be distributed according to the schedule found in Table 2.

Accordingly, Council *recommends to the Minister:*

OCUA 92-63

FORMULA GRANT ALLOCATION FOR 1993-94

THAT \$1,671.130 million in Formula Grants be made available in 1993-94 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College, according to the Operating Grants formula outlined in Advisory Memorandum 86-VII, resulting in the initial allocation indicated in Table 2.

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65. See Ontario Council on University Affairs, "Advisory Memorandum 86-VII, Modification of the Operating Grants Formula," Thirteenth Annual Report 1986-87, pp. 161-170, for a description of the formula to distribute Formula Grants.
66. Based on estimates of winter-term enrolments, Corporate Planning Services, Ministry of Colleges and Universities, USIS-UAR Report, February 9, 1993.
67. Ontario Council on University Affairs, Advisory Memorandum 92-II, The Future of the Ontario College of Art.
68. In 1991-92, OCA received an Extraordinary Grant of \$300,000. Prior to this, two grant adjustments had been made for the College. The first of the two adjustments was recommended by Council in Advisory Memorandum 86-VII. The College was granted a weight increase from 1.3 to 1.35. Then again in the 1990-91 funding year, the College received special consideration. For that funding year, the College received additional grants beyond normal entitlements associated with an institution's moving-average falling below its Current Base BIU level. This special consideration was granted, with the Minister's acceptance of Advisory Memorandum 90-I, where Council recommended that OCA be granted an extraordinary and temporary corridor reduction allowing for adjustments to its Current Base BIUs, while maintaining current levels of Formula Grants to 1994-95. The latter provision was made to the College on an extraordinary and temporary basis. It is anticipated that, as in other situations where extraordinary assistance is provided, this extraordinary assistance will not be permanent.

Table 2 summarizes the distribution of Grants based on the recommendations contained in this Memorandum. It documents, by institution, the Formula, Extra-Formula, Other, Accessibility and Transition Grants recommended by Council for 1993-94, along with the 1992-93 Grants recommended in those categories and the percentage changes between the two years.

Table 3 summarizes the distribution of BOI. This table details, by institution, both Base BOI and current funding year BOI (1993-94 Grants allocated plus slip-year formula fees that reflect 1993-94 fee rates), and the percentage changes between 1993-94 and 1992-93.

Professor Joy Cohnstaedt,
Chair

February 19, 1993

Table 2
DISTRIBUTION OF GRANTS GENERATED BY RECOMMENDATIONS IN ADVISORY MEMORANDUM 92-XI
(\$000)

1993-94 Recommendations															
Mission-Related Institution-Specific						Other Operating Grants				Transition Grants		Total Grants Recommended in 1992-93	\$ Change	% Change	
Northern Operations Grants	Northern Mission Grants	Bilingual Grants	Differential Grants	Extraordinary Grants	Research Overheads	Contingency Provision	Inter-national Student Fee Waiver	Enhanced Accessibility for the Disabled	Transition Grants to New Corridor Mid-Points	Total Grants Recommended					
Formula Grants															
Brock	34,842					181		23	139	9,361	44,346	44,369	177	0.4	
Carleton	82,186					1,020		393	281	15,879	99,759	99,591	168	0.2	
Guelph	100,344					2,093		342	229	6,880	110,088	110,298	(210)	(0.2)	
Lakehead	27,157					146		46	99	2,404	34,698	34,909	(211)	(0.6)	
Laurentian	25,540					105		23	107	8,952	44,030	43,776	254	0.6	
Algonia	3,457				706				90	4,079	4,079	3,740	339	9.1	
Laurentian(Algonia)	1,859								192	1,054	920	865	55	6.4	
Hearst	874								60	0	1,419	1,609	(190)	(11.8)	
McMaster	234	82	169						252	9,785	122,774	122,989	(215)	(0.2)	
Nipissing	836	294				3,501		388	90	2418	9,609	9,549	60	0.6	
Ottawa	125,158					2,028		502	337	18,325	165,098	165,083	15	0.0	
Queen's	114,231					2,996		502	265	15,966	133,573	133,573	297	0.3	
Toronto	363,468					10,458		1,460	762	22,976	399,122	400,038	(916)	(0.2)	
Trent	18,253				1,776	152		23	90	5,303	25,597	25,493	104	0.4	
Waterloo	127,816					2,607		433	312	7,540	138,708	139,360	(652)	(0.5)	
Western	170,371					3,238		553	433	4,492	179,087	181,535	(2,448)	(1.3)	
Wilfrid Laurier	33,511					97		97	122	6,106	39,933	40,010	(77)	(0.2)	
Windsor	69,474					469		165	217	4,887	75,531	75,531	(319)	(0.4)	
York	157,185					1,157		525	544	34,329	193,946	193,691	255	0.1	
OISE	22,604					92		222	90	1,988	24,996	24,895	101	0.4	
Ryerson	70,227								223	3,041	73,491	74,076	(585)	(0.8)	
OCA	10,260								90	0	10,350	10,579	(229)	(2.2)	
Dominican	135							6	60	0	201	264	(63)	(23.9)	
Total	1,671,130	8,469	2,978	25,753	1,776	706	30,340	500	4,892	181,878	1,933,625	1,937,823	(4,198)	(0.2)	
CONTINGENCY PROVISION												1,934,125			
Total OCUA allocation including contingencies												1,934,125			

NOTES:

1. Dominican College receives 50% funding. The theology schools, receiving 100% funding, are included with the parent institutions.
2. Bilingual grants for affiliated institutions are included with the parent institutions.
3. The "Total Grants Recommended in 1992-93" column reflects Council's recommendations in AM 91-XII for all grants, except for Research Overhead/Infrastructure Envelope. This distribution was finalized in July, 1992 and those final grants for this envelope are reflected in this column. The \$760,000 Extraordinary Grant to Algonia in 1992-93 is also included. Not all of the 1992-93 Formula and Transition Grants that Council recommended be flowed to Hearst College were flowed to Hearst, because of the manner in which pseudo-campus enrolments were included by the Ministry and Laurentian University.
4. The distribution of the Enhanced Accessibility for Students with Disabilities Envelope is based on a three year Moving-Average of eligible FTE (1990-91, 1991-92 & 1992-93).
5. In comparison to 1992-93 Formula Grants recommended in Advisory Memorandum 91-XII, 1993-94 Formula Grants are decreased by 0.7%.
6. Base BCI is increased by 0.7%.

Table 3
Distribution of Formula Grants, Base BOI & Total Grants Recommended
plus Slip-Year Formula Fees at 1993-94 Rates
('000s)

Institution	Formula Grants			Base BOI			Total Grants Allocated & Slip-Year Fees at 1993-94 Rates						
	1993-94 Formula Grants	% Change Formula Grants	1993-94 Formula Grants	1993-94 Base BOI	% Change Base BOI	1992-93		1993-94		1992-93 Fees at 1992-93 Rates		Dollar Change	% Change
						Total Grants Recommended	% Change	Total Grants Recommended	% Change	Total Grants Recommended + 1992-93 Fees at 1992-93 Rates	% Change		
Brook	34,842	(1.0)	45,166	0.7	44,369	44,546	0.4	59,264	1,342	2.3			
Carlton	82,186	(0.9)	104,846	0.7	99,591	99,759	0.2	131,385	3,720	2.9			
Guelph	100,544	(0.5)	121,824	0.7	110,298	110,088	(0.2)	134,888	1,335	1.0			
Lakehead	27,157	(1.0)	34,967	0.7	34,909	34,698	(0.6)	45,853	1,558	3.5			
Laurentian	25,340	(1.1)	33,389	0.7	43,776	44,030	0.6	55,829	1,776	3.3			
Algoma	1,859	(1.2)	2,449	0.7	3,740	4,079	9.1	5,244	534	11.3			
Laurentian(Algoma)	616	(1.4)	838	0.7	865	920	6.4	1,235	152	14.0			
Hearst	874	(0.7)	1,088	0.7	1,609	1,419	(11.8)	1,672	(213)	(11.3)			
McMaster	108,848	(0.6)	132,477	0.7	122,989	122,774	(0.2)	150,182	1,169	0.8			
Nipissing	5,971	(1.0)	7,658	0.7	9,549	9,609	0.6	13,057	317	2.5			
Ottawa	125,158	(0.8)	154,751	0.7	165,083	165,098	0.0	201,344	2,698	1.4			
Queen's	114,231	(0.6)	138,372	0.7	133,573	133,960	0.3	162,848	2,251	1.4			
Toronto	363,468	(0.5)	436,444	0.7	400,038	399,122	(0.2)	479,951	3,168	0.7			
Trent	18,253	(1.3)	24,410	0.7	25,493	25,597	0.4	34,085	664	2.0			
Waterloo	127,816	(0.8)	159,303	0.7	139,360	138,708	(0.5)	172,249	476	0.3			
Western	170,371	(0.8)	211,853	0.7	181,535	179,087	(1.3)	226,205	1,344	0.6			
Wilfrid Laurier	33,511	(1.2)	44,244	0.7	40,010	39,933	(0.2)	52,964	675	1.3			
Windsor	69,474	(0.8)	87,623	0.7	75,531	75,212	(0.4)	99,596	2,657	2.7			
York	157,185	(1.0)	202,843	0.7	195,691	195,946	0.1	256,132	5,944	2.4			
OISE	22,604	0.0	25,281	0.7	24,895	24,996	0.4	28,075	355	1.3			
Ryerson	70,227	(1.0)	91,084	0.7	74,076	73,491	(0.8)	97,473	1,581	1.6			
O.C.A.	10,260	(2.2)	13,790	0.7	10,579	10,350	(2.2)	13,573	(57)	(0.4)			
Dominican	135	(10.6)	260	0.7	264	201	(23.9)	339	(30)	(8.2)			
Total	1,671,130	(0.7)	2,074,959	0.7	1,937,823	1,933,625	(0.2)	2,423,443	33,415	1.4			

NOTES:

1. Base BOI consists of 1993-94 Formula Grants Recommended in Table 2, plus current base formula fees at current funding year rates. Current base formula fees in 1983-84, 1984-85 and 1985-86, inflated by the annual formula fee rate increases in the intervening years, up to and including the 1993-94 formula fee increase of 7%.
2. Slip-Year refers to the fiscal year prior to the current funding year - in this case it is 1992-93.

**Advisory Memorandum Submitted during Earlier Years
and Responded to in 1992-93**

90-IX Access Programs

1.0 The Issue

Should eligibility for Operating Grant support be extended to Access or Transitional programs? Such programs normally offer significant amounts of non-credit pre-university level courses, and admit students who have not met institutions' normal admission requirements. With only one or two exceptions, such programs are not now eligible for provincial Operating Grants.

2.0 Current Policies

A number of policies determine the eligibility of students and programs to be claimed for operating support, from the Operating Grants programs of the Ministry of Colleges and Universities. Two of these policies preclude the eligibility of Transitional-Year programs.

First, certain categories of students are ineligible to be claimed for Operating Grant support. Among the categories of ineligible students are students who neither hold the Ontario Secondary School Graduation Diploma, with six Ontario Academic Credits (or its equivalent from other jurisdictions), nor qualify for admission under a university's mature student admission regulations. The effect of this policy is that the door to university admission is high school graduation, or some other formal mechanism used by universities to determine "maturity".¹ The underlying premises of this policy are that students should come to university in Ontario prepared for it, and secondary schools are the most appropriate places to provide the preparation. The adoption of this policy in the late 1970's resulted in the removal of funding for a number of pre-university programs which had, to that date, been eligible to claim operating support at a weight of 0.7. The University of Toronto appealed this decision and the policy was modified: students registered in the University of Toronto's Transitional-Year program, who lacked the ordinary entrance qualifications because of economic, social, cultural and ethnic factors, were made eligible. The program was given the old pre-university weight of 0.7.

A second policy constraint governs the level of courses which are eligible for operating support. This policy constraint was based on the view that the primary mission of the universities in the instructional area is to prepare students to fulfill the requirements of undergraduate and graduate Degree programs. Some Diploma and Certificate programs may be appropriate for upgrading purposes and, in most instances, the courses in such programs are already offered within Degree programs.² A course, or other unit of study within an undergraduate Diploma or Certificate program, may be included in the calculation of eligible Fiscal Full-time Equivalents (FFTEs) only if:

- a) the course is eligible for credit toward a Degree as approved by a Senate or Governing Council;

-
1. Universities vary in their admission policies, although most require that the applicant be 21 years of age and have been out of formal schooling for at least two years. The University of Toronto requires completion, with high standing, in at least one pre-university course offered by Woodsworth College. Queen's requires completion of one university course, with a 60% average.
 2. Ontario Council on University Affairs, Advisory Memorandum 85-I, "Funding for University Undergraduate Certificate and Diploma Programs and Ryerson Certificate Programs".

- b) the minimum admission requirements for the Certificate or Diploma program are the same as those for Degree students;
- c) similar methods of academic assessment are employed for Degree, Diploma and Certificate students.

This policy effectively rules out secondary-school level courses unless they are normally offered for credit toward a Degree by the reporting institution.

3.0 Ministerial Reference

In recent years, the Ministry of Colleges and Universities has received a number of funding requests for proposed or existing Native Access programs. These programs are ineligible for operating funding because of current policies. In his letter of January 26, 1990, the former Minister of Colleges and Universities requested that the Ontario Council on University Affairs advise on how Access programs, not just programs for Natives, but all programs, should be treated in relation to the university Operating Grants program.³

4.0 Underlying Problems

It is well known that not all groups in Ontario society are equally represented in the institutions of society, including the universities. Several groups may claim to be under-represented, including women, certain ethno-cultural groups and the socially and economically-disadvantaged. The problem of gender imbalance has been vigorously addressed by institutions and governments in recent years, and appreciable progress has been made but not at all levels nor in all disciplines. Specific programs exist to encourage Franco-Ontarian participation, including programs that are offered in the French language, although recent data suggest that the gap in participation rates between Francophones and others persists.

For many years, universities have not collected data on the ethno-cultural and socio-economic backgrounds of students. The reason behind this decision was to ensure that such information could not be used to discriminate against students in decisions about their admission, or advancement, in the institution. In a recent review of the literature, Professor Paul Anisef reported estimates of enrolment rates for ethnic groups in Canada, based on the 1983 survey of Canadian university students undertaken by the Secretary of State for Canada and the population estimates, based on the 1981 census.⁴ These estimates for Canada as a whole are indicated in Table 1. These data indicate a complex picture of highly different rates of enrolment by ethnic groups. The Ministry of Citizenship has prepared data, drawn from the 1986 census, on the educational attainment of the Ontario population aged 15 years and over by ethno-cultural groups. These data, which are contained in Table 2, suggest that, in general, visible ethno-cultural groups in Ontario possess a comparatively high rate of educational attainment, relative to the Ontario population as a whole.⁵

3. Letter from the Honourable Sean Conway to Dr. H. V. Nelles, Chairman, Ontario Council on University Affairs, January 26, 1990.

4. Anisef, Paul, PAE Research Associates, Accessibility to Post Secondary Education and Visible Minorities. Prepared for The Child, Youth and Family Policy Research Centre, 1990.

5. There are a number of concerns outstanding about the possible under-reporting of Native Canadians in the 1986 Census.

Table 1

**Approximate Postsecondary Enrolment Rates for Selected Ethnic Groups
(Percent)**

<u>Ethnic Groups</u>	<u>University</u>	<u>Coll. Trans.</u>	<u>Coll. Career</u>	<u>Total</u>
MALES				
All Ethnic Groups	4.3	1.3	2.7	8.3
British	4.7	0.7	2.4	7.8
French	2.3	2.5	2.9	7.7
Jewish	6.5	1.3	0.2	8.0
Native People	0.2	0.1	0.8	1.1
German	5.8	0.6	2.4	8.8
Scandinavian	4.5	0.9	2.0	7.4
Dutch	3.1	0.4	2.4	5.9
Italian	3.9	1.0	4.2	9.1
Ukrainian	6.5	0.4	1.4	8.3
Visible Minorities:				
Chinese	11.3	1.8	1.2	14.3
Indo-Pakistani	7.9	1.5	0.4	9.8
Black	5.8	0.9	1.6	8.3
Other	6.5	1.9	2.1	10.5
FEMALES				
All Ethnic Groups	4.8	1.3	3.0	9.1
British	5.5	0.7	2.7	8.9
French	2.8	1.9	3.2	7.9
Jewish	5.4	2.0	1.3	8.7
Native People	0.5	0.4	0.4	1.3
German	6.2	1.1	2.3	9.6
Scandinavian	4.0	1.4	2.4	7.8
Dutch	4.1	0.5	2.1	6.7
Italian	6.1	1.4	4.7	12.2
Ukrainian	5.7	0.6	2.5	8.8
Visible Minorities:				
Chinese	10.7	1.5	2.6	14.8
Indo-Pakistani	5.6	1.0	2.9	9.5
Black	3.7	1.2	2.7	7.6
Other	8.5	1.5	1.6	11.6

Note: The enrolment rates here are only approximate since they are derived from the estimated student population, aged 24 in 1983-84, and from the 1981 Census Population, aged 15-24. See text for limitations.

Table 2

Highest Level of Schooling for Ontario Population (15+) by Selected Groups (1986)

Attainment	Total Population	%	Natives	%	Total VisMin	%	Blacks	%	Chinese	%	Indo Pakist.	%	W.Asian/ Arab	%
Less than Grade 9	1,040,500	14.6	17,195	15.7	68,945	12.1	13,750	8.5	23,655	18.4	11,085	10.2	6,370	13.4
9-13 Without Certificate	2,030,990	28.5	39,105	35.7	139,845	24.5	51,025	31.4	27,575	21.5	22,925	21.2	10,275	21.6
9-13 With Certificate	946,425	13.3	12,415	11.3	66,185	11.6	19,365	11.9	14,090	11.0	12,190	11.2	6,390	13.4
Trade Certificate or Diploma	203,110	2.8	2,910	2.6	9,760	1.7	4,510	2.8	1,110	0.9	1,640	1.5	790	1.7
Other Non-Univ Without Certificate	475,685	6.7	9,030	8.2	37,660	6.6	15,165	9.3	6,090	4.7	6,335	5.8	2,790	5.9
Other Non-Univ. With Certificate	1,044,005	14.6	15,490	14.1	81,425	14.3	32,965	20.3	13,530	10.5	15,800	14.6	5,160	10.8
University Without Degree	620,695	8.7	7,900	7.2	71,295	12.5	14,725	9.1	15,380	12.0	13,370	12.3	6,410	13.5
University With Degree	771,400	10.8	5,495	5.0	96,140	16.8	11,090	6.8	27,110	21.1	25,030	23.1	9,465	19.9
Totals	7,132,810	100.0	109,540	99.8	571,255	100.0	162,595	100.0	128,540	100.0	108,375	100.0	47,650	100.0

Attainment	Filipino	%	S.East Asian	%	Latin American	%	Japanese	%	Korean	%	Pacific Island	%	Multiple VisMin	%
Less than Grade 9	2,575	7.4	4,295	20.4	3,450	15.1	1,190	7.4	865	6.8	40	7.8	1,680	10.6
9-13 Without Certificate	5,090	14.6	6,375	30.2	6,105	26.7	3,475	21.5	2,890	22.7	150	29.4	3,970	25.0
9-13 With Certificate	2,905	8.3	2,535	12.0	2,770	12.1	2,280	14.1	1,640	12.9	85	16.7	1,940	12.2
Trade Certificate or Diploma	375	1.1	285	1.4	460	2.0	265	1.6	50	0.4	0	0.0	270	1.7
Other Non-Univ Without Certificate	1,470	4.2	1,410	6.7	1,550	6.8	940	5.8	510	4.0	45	8.8	1,370	8.6
Other Non-Univ. With Certificate	3,290	9.4	1,615	7.7	3,240	14.2	2,175	13.5	800	6.3	60	11.8	2,780	17.5
University Without Degree	8,520	24.4	2,515	11.9	3,205	14.0	2,370	14.7	2,800	22.0	80	15.7	1,925	12.1
University With Degree	10,685	30.6	2,070	9.8	2,055	9.0	3,460	21.4	3,155	24.8	50	9.8	1,975	12.4
Totals	34,910	100.0	21,100	100.0	22,835	100.0	16,155	100.0	12,710	100.0	510	100.0	15,910	100.0

Source: Statistics Canada, 1986 Census (Ministry of Citizenship - EDB), October 16, 1990

The demography of Ontario is changing rapidly. Even the act of categorizing people for purposes of conducting ethno-cultural studies is a complex task and needs reflection and study. Whatever the data on the general population of the province may tell us, they do not necessarily reflect the ethno-cultural composition of the university-student population in Ontario. Council is, therefore, left with an imperfect understanding of whether the university student population is representative of the ethno-cultural make-up of the population. Similarly, it does not have current data to review the extent to which the economically and socially-disadvantaged are represented in Ontario's universities. Both the estimates reported by Professor Anisef, and the data from the Ministry of Citizenship, leave no doubt, however, that the Native-Canadian population has not reached the level of educational attainment of the general population. The problem of Native representation in higher education in Ontario is pressing.

5.0 Current Activity

As part of its preparations for this Advisory Memorandum, Council surveyed the institutions to determine how much transitional or remedial work is currently taking place in the institutions, and what the institutions' plans were for the future. The results are summarized in Appendix A.

Only one institution, the University of Toronto, has a Transitional-Year program which provides a mixture of non-credit, Pre-University skill-development and Degree-Credit work, along with intensive support services. This program is offered to people who suffer from economic, social or cultural disadvantages. Trent's Native Studies Diploma program offers a nine-course Diploma program, which combines credit courses and non-credit support courses, together with supporting services. It is designed for persons of Native ancestry. Lakehead University has a number of programs oriented to Native students, viz., a Native Teacher Education program, a Native Language Instructors' program, a Native Nurses' Entry program and a Native Access program, which it expects to begin soon. With the exception of the Native Language program, which is a condensed summer program dealing strictly with the teaching of Native languages, all programs include a careful review of the students' backgrounds at the admission stage, career counselling, special orientation sessions to help with the selection of programs and courses, bridging courses to acquaint students with University-Level course work, orientation to the campus environment, tutoring services, mentoring programs, personal support and counselling. Offers of admission, generally undertaken through a variation of the mature student admission process, are made to individuals who would not otherwise have access to university education.

Other universities that have been heavily involved in the problem of meeting the needs of the under-represented are pursuing somewhat different approaches. York University is seeking to balance rising admission requirements with admission policies that are targeted to specific groups. To support this policy, they have in place a number of non-credit basic skills programs and other student support programs, which are designed to improve the success rates of students. Many universities are finding that, although admission requirements may have gone up, the backgrounds of students in general are increasingly heterogeneous. There are more students who have been away from school for a considerable time; more students whose mother tongue is neither English nor French; more students with disabilities; more students who may have completed a normal high school background, but are not adequately prepared for university-level studies. Many students need help to improve their chances of success and, according to Carleton, the most appropriate response is not necessarily programs that are targeted to specific groups, but rather a range of academic and support services that any student can get help with, on an individual basis.

A number of universities, including York and Ryerson, have taken considerable leadership through various community outreach programs which are designed to increase the interest and confidence of specific groups through very short-term bridging programs.

In addition to pre-university programs, universities in Ontario, and elsewhere in Canada, have transitional programs for second-entry level professional programs, such as Education, Law and the Health disciplines. These programs appear, for the most part, to be targeted to Native-Canadian populations. The Native populations require immediate service in these fields to help them attain their aspirations. They also need role models to convince young people of the attainability of these careers.

Some of the responses, particularly the responses from Carleton, York and Trent Universities, are interesting, not only because of the descriptive material they contain, but also because they raise a number of policy questions. Carleton wondered whether it is feasible to target specific groups, and whether some level of transitional support is not needed for all students. York and Trent Universities have noted that, as admission requirements increase, the general limitations on accessibility produce socially-regressive effects. Trent noted a tendency for students, who possess the minimum admission qualifications but who are not successful in the competition for places, to apply for entry through Transitional programs.

The research on minority access indicates that persons from certain ethnic backgrounds find universities to be cold and unfriendly places. They feel that they do not belong. Some groups are able to overcome this sense of institutional alienation, and others are not. Special initiatives may be needed to cultivate the sense of belonging to the university community. The responses from the institutions supported these findings and indicated that academic remediation, counselling and other support services are very costly. The University of Toronto's submission also drew attention to the vital importance of student assistance programs, to address the problems of the economically-disadvantaged.

In summary, the responses from the institutions indicate considerable irregularity between universities in terms of their treatment of the issues. Many institutions have only just begun to address this issue, while others have long experience. Council notes that, among the submissions for funding under the 1990-91/1991-92 Program Adjustments Envelopes, a number of institutions have put forward program proposals for new programs for Native professional education, and others with a similar thrust.

In October, 1990, Ryerson Polytechnical Institute hosted a conference on Strategies for Improving Access, Retention and Graduation of Ethno-Specific and Visible Minority Students in Ontario's Post-Secondary Institutions. The very large response to this conference indicated a rapidly growing awareness of the importance of the issues to the institutions, and to society as a whole. The conference indicated the same irregularity in responsiveness to the issues between the institutions, which Council has found in its initial soundings. To a great extent, this variety is a reflection of the differences in the ethno-cultural profiles of the regions of the province. The results of the conference indicated, however, that the ethno-cultural make-up of the province is changing, and almost all parts of the province need to be involved in the search for solutions.

The conference also indicated that the problem is not primarily one of access. The problems are wide-ranging and embrace such fundamental issues as ethno-centrism in the curriculum; the representativeness of governing bodies, administrations and the faculties; the way students are taught; how faculty and support staff interact with students from varying backgrounds; how to improve student retention and equality of outcomes. The conference noted the lack of data on student retention rates, in general, and data on the ethno-cultural composition of the students. The lack of these data makes policy formulation difficult.

In 1988, the Ministry of Colleges and Universities initiated the development of a Native post-secondary education strategy. In order that the strategy reflects the educational needs and priorities of Native people, a Ministry of Colleges and Universities' Native Advisory Committee, made up of representatives of the Native organizations, colleges of applied arts and technology, universities and the Ministry itself, was established. This Committee is close to completing its report and recommendations which are expected to deal

with goals and strategies; the inter-relationships between Native organizations, post-secondary institutions and the Ministry; and specific initiatives in regard to Native support services; Native programs and curricula initiatives; admission and access initiatives; teacher education initiatives and resources and cost estimates.

It is well known that Native people of Ontario have aspirations for self-government in their educational programs. The Federal Government is currently carrying out its recently established policy of turning control of elementary and secondary schools over to the bands themselves. It is against this background that Council has been asked to advise upon programs in the provincially-assisted universities.

6.0 Analysis

There is a great deal of public concern about access to universities and, in particular, about inequalities between specific groups in society. In the absence of systematic data collections, it is difficult to define the problem, to determine how big it is and how best to tackle it. There is currently a heightened sense of the importance of this issue, although the responsiveness of the institutions to it is not uniform across the province. There needs to be considerable effort given to improving understanding and broadening awareness leading to concerted action. The problem is much broader than simply access. It includes changes in the nature of the institutions and their cultures to make them more receptive and accommodating to people from more diverse backgrounds. It includes policies and practices that help to retain students in institutions, and to see them successfully complete their programs. It includes looking at outcomes to measure the success of the initiatives. Council, therefore, believes a review of the question of access to and retention of under-represented students in society should immediately be set in place.

There is, however, no question that Native Canadians are significantly under-represented in Ontario universities. There is also an evident readiness and a sense of urgency to take specific measures to improve access and retention in the universities and colleges of applied arts and technology. The recent examples of conflict, between Native organizations and civil authorities in various parts of Canada, indicate that levels of frustration are of great concern. Given the sense of urgency, Council, therefore, believes that the most appropriate course of action, at this time, would be to recommend the principles which should guide the establishment of programs of operating support for institutions undertaking programs specifically targeted to improving the access and retention of Native Canadians on the one hand and, on the other, to set out how it would propose to undertake a review of the broader question of under-representation should the Minister call for such advice.

7.0 Recommendations

7.1 Native Issues

Council believes that the Ministry should act as soon as possible to put in place a special funding regime which would assist universities to improve the access and retention of Native students. Council believes that, because of the seriousness and urgency of the problems, a special focused effort is needed to deal with the issue of Native under-representation. These support programs should be established after the work of the Ministry Native Advisory Committee has been completed.

Accordingly, Council *recommends to the Minister:*

OCUA 90-43

*ESTABLISHMENT OF A SPECIAL TARGETED ENVELOPE DESIGNED TO
IMPROVE NATIVE ACCESS AND RETENTION*

THAT a special, targeted funding Envelope be established to fund programs designed to promote the Access and Retention of Native students in provincially-assisted university-level institutions in Ontario; that the value of the fund in 1991-92 be \$2 million and that the value, in subsequent years, be determined following consultations with Native communities and the completion of appropriate cost studies.

Council believes that several conditions should govern the administration of this Envelope. Since Access is only part of the problem, the Envelope should deal with Retention, as well as Access. Because the universities are currently severely financially constrained and because it is important to ensure maximum participation, the Envelope should be funded with new money, not funds taken from the base. As Council found in its questioning of universities, the funding provided to this Envelope should take account of the fact that unit costs for such programs are frequently greater than normal, because of the small numbers that enrol in such programs and the heavy counselling and other support services that are necessary to help people to succeed.

Council also believes that the current constraints in the Operating Funds Distribution Manual, which disqualify students who do not meet the normal admission requirements and courses which are not credit courses, should be modified for programs funded under this envelope. Council continues to believe that, under normal circumstances, universities should not be expected to engage in university-preparatory work and that non-credit courses should not be funded. The implications of abandoning these principles are far-reaching. The severe problems pertaining to the Access and Retention of Native students, however, necessitate special measures. Accordingly, Council believes that Access programs for Native students *should* be funded from this Envelope provided that (1) these programs serve students who have been identified as having a reasonable potential of completing university studies; (2) the programs, which are funded, combine Degree-Credit-Level studies with non-credit courses which are designed to develop and reinforce the academic skills necessary for successful Degree-Level studies and (3) adequate counselling and tutorial assistance are provided to these students.

It is important to involve Native people in the development and implementation of these programs. Firstly, Native people are aware that they will need specific professional expertise to achieve their goal of self-government. It is important that they have a strong role in identifying needs and setting priorities. Secondly, many Native people are concerned about their youth assimilating Euro-Centred values, and not developing a strong grounding in their own cultural values. Others for reasons of community, political, social and economic development want Native students to acquire mastery in the Liberal Arts, Science, Engineering, Fine Arts and Professions, and such support programs to meet those ends. It is therefore important that Native people participate in the design of the curricula and content of these programs. Thirdly, some research has indicated that students respond better to programs and are more likely to complete their studies if they perceive that they are well supported by their own communities. Council, therefore, believes that while the institutions themselves must have the ultimate responsibility and accountability for the programs under this Envelope, a basic condition of eligibility must be the meaningful participation of the Native people in the design and implementation of such programs.

Council is also concerned that the programs undertaken under this Envelope be well co-ordinated, at the provincial level, and that this co-ordination involves consultation with Native people. It may not be possible or desirable for all institutions to participate, or to participate equally in this program. The resources available must be put to the best possible use to respond to the needs and priorities of the Native people. Council, therefore, recommends that these programs be co-ordinated at the provincial level.

A number of institutions have been offering Access and Retention programs for Native students for some considerable time. Council believes that those programs should be eligible for consideration for additional funding under the new Envelope.

Accordingly, Council *recommends to the Minister:*

OCUA 90-44

*PRINCIPLES AND GUIDELINES FOR THE ADMINISTRATION OF
THE NATIVE ACCESS AND RETENTION ENVELOPE*

THAT the following principles and guidelines be established for the proposed new Native Access and Retention Envelope recognizing that equal access requires a joint effort among Native people, the institutions and government:

- The Envelope should promote retention, as well as access for Native students;
- The envelope should be funded with new money, not funds taken from the base;
- In general, the costs resulting from the following activities should be eligible for incremental funding under this Envelope:
 - the incremental costs of offering academic programs, including Transitional programs, whose curricula are designed specifically for Natives. These would include program development and start-up to a maximum of four years (with a two-year limit for programs not yet approved for ongoing funding from the base Envelope), and the ongoing incremental operating costs arising from non-economic section sizes, special tutorial costs, liaison and recruitment costs and incremental delivery costs.
 - ongoing costs of providing special support services for Native students, including the costs of counselling and tutorial assistance provided to Native students outside specific Native programs.
 - the specific methodologies for recognizing these costs should be determined following a cost study.
- Funding from various sources, including the Federal Government, should be coordinated to ensure no duplication of funding for specific activities.
- The current regulations, limiting eligibility to fully qualified students and to courses taken for credit toward a Degree, should be modified to make eligible for funding under this Envelope (1) students whom the institutions have identified as having a reasonable potential to complete university studies, and (2) programs which combine Degree-Credit courses and non-credit courses which are designed to develop and reinforce academic skills needed for successful Degree-Level studies, provided that adequate counselling and tutorial assistance are provided to the students.

- Native people must have a meaningful role in identifying the needs for programs undertaken under this Envelope, in setting priorities, and in the design, implementation and evaluation of such programs at the institutional level.
- Programs and courses funded under this Envelope must be co-ordinated at the provincial level to ensure that the funds are most effectively applied to meeting the needs of the Native people, and effective measurements must be developed and applied in collaboration with the Native people.
- Programs, which institutions are currently providing, should be made eligible for funding consideration under this Envelope.

7.2 Broader Issues of Access and Retention for Under-Represented Groups

There is considerable public concern about the access and retention of students from ethno-cultural minorities, and from disadvantaged social and economic backgrounds in Ontario's educational institutions. The level of awareness of and responsiveness to these issues in the universities is irregular, although concern is deep and growing. The dimensions of the problem, however, are not known and there are few ready-made solutions available. Council believes that, as a matter of urgency, these issues need to be reviewed publicly in the university system and in society, as a whole. A concerted response to the issues is needed. Because of the heightened sense of concern about these issues, Council believes that such a review should be undertaken immediately, and that it be completed in a reasonably short period of time so that effective action can be undertaken soon.

Accordingly, Council *recommends to the Minister:*

OCUA 90-45

REVIEW OF THE ISSUES OF THE ACCESS AND RETENTION OF STUDENTS FROM MINORITY ETHNO-CULTURAL BACKGROUNDS AND DISADVANTAGED SOCIAL AND ECONOMIC BACKGROUNDS IN ONTARIO'S UNIVERSITY SYSTEM.

THAT Council initiate a review of the access and retention of students from minority ethno-cultural backgrounds and disadvantaged social and economic backgrounds in Ontario's university system.

It is proposed that the review deal with the following questions:

- How should the question of under-representation be approached?
- If access and retention are to be improved, what must change?
- What do the currently-available data and recent research tell us?
- What ongoing system of data collection and analysis will be necessary to monitor access and retention?
- What are the responsibilities of the universities? the schools? colleges of applied arts and technology?

- What are the community, individual, institutional and government responsibilities?
- Should the focus be scholarships, bursaries or a combination thereof?
- What will the costs be?

In conducting this review, Council proposes to consult widely not only with the institutions, the Ontario Confederation of University Faculty Associations, the Ontario Federation of Students and other interest groups in the university community, but also with community organizations. In order to raise consciousness and seek commitment and solutions on a reasonably-organized basis across the province, a public discussion paper will be prepared for comment and reaction, prior to the preparation of an Advisory Memorandum to the Minister of Colleges and Universities.

Dr. H. V. Nelles,
Chairman

February 4, 1991

Institutional Responses to OCUA'S Questions About Pre-University Access or Transitional Programs

Has your institution had experience with Pre-University Transitional or Access programs? If so, it would be helpful to the committee if your institution could tell us something about your experiences, such as the nature of the programs; how students are admitted; what courses are offered and what support services are provided? What have the enrolment levels been? Was the program targeted to specific groups? Can you break the enrolment down into specific types of under-representation such as Native Canadians, Blacks, economically or socially-disadvantaged groups? What were the costs? How were the costs met? Can the costs be broken down between academic expenditures and support expenditures? What were the objectives for the program and what have the results been?

Algoma	No transition programs.
Brock	A Special Grade 13 Entrance Program was offered in the Summer of 1973, but no longer exists. Grade 13 graduates were admitted who fell short of the normal criteria, but were thought by their high-school principals to have potential for university. The six-week program consisted of sample University courses, instruction in study skills and orientation to University studies. The program did not deal with criteria such as economic, cultural or ethnic factors, only under-preparedness.
Carleton	Does not have special Transitional programs nor programs for targetted-disadvantaged groups. The ongoing programs of the School of Continuing Studies have allowed persons to upgrade their qualifications as special students, as distinct from Degree students. Many "special" students make the transition to Degree programs. There is a Study-Skills program to prepare students academically in note-taking, essay writing, examination skills and time-management.
Guelph	No program of this kind.
Lakehead	<p>The University has several programs, that are all oriented to Native students:</p> <ul style="list-style-type: none"> • A Native Teacher Education program (BA/BEd) (expects to admit 13 this year); • A Native Language Instructors' program leading to a Native as a First Language Diploma, a Native as a Second Language Diploma and a Native Language Teacher's Certificate; • A Native Nurses' Entry program -- an Access program leading to entry into Year One of the HBSc (Nursing) program (admits an average of 13 per year) and;

- A Native Access Program -- a general Access program, beginning in 1990, from which a student can access regular University programs (expect 10 - 12 this year).

With the exception of the Native Language Program, which is a condensed summer program dealing strictly with the teaching of Native languages, all programs include a careful review on admission, career counselling, special orientation sessions to help with the choices of programs and courses, bridging courses to acquaint students to university-level course work, orientation to the campus environment, tutoring services and mentoring programs, and personal support and counselling. They offer admission, generally -- through a variation of the mature student admission process -- to people who would not otherwise have access to university education. The programs incorporate many of the features of an Access program, such as a special process for the admission of students who would not normally qualify for admission.

Admission:

- BA/BEd (Native Education) and Native Language Instructors' Programs -- through the normal route of high school graduation with OACs, or through the mature student process. Candidates must be of Native ancestry for admission to the NTE program, and be recommended by a Native organization. The NL program has a Native language proficiency criterion for entry.
- The Native Nurses' Entry program and the Native Access program - the mature admission process;

Curriculum: All programs, except the NL program, have bridging components which address gaps in educational background and help students prepare for University-Level work. Those admitted to the BA/BEd, as mature student entrants, are required to attend an intensive six-week Summer Orientation program, in July and August, which deals with Mathematics, Communication Skills, Reading and Writing, as well as instruction on note-taking, how to write essays and prepare for seminars. The program itself was devised to provide courses that would assist Native people sustain their culture and language. In addition to regular Arts, Science and Education courses, it includes courses in Native cultures and traditions. Practice teaching is done in Native communities that are remote and difficult to reach. The Native Nurses' Entry program and the Native Access program, both contain a combination of credit and non-credit courses in the first year. The non-credit courses, in the Native Nurses' program, have a professional orientation while at the same time covering Basic Reading, Writing and Logical Reasoning skills. The Native Access program offers three Degree credits, chosen with specific career goals in mind and supplemented with a non-credit English course, a basic Mathematics course, a Study Skills and a Logical Reasoning course which cover topics such as how to research and write term papers, read efficiently, write exams and prepare for seminars.

Results: On average, seven students graduate a year from the Native Teachers' program and five from the Native Languages' program. The Native Nurses' program has enrolled 47 students -- of these, 25 have completed the program and continued on to the Degree program. Nine have continued their studies at different programs in the University. The first Native Nurses' Entry program students to graduate will do so in 1991. While it may be too early to determine if the program is meeting its goal of providing Native Nurses for Northern communities, it is felt this goal will be met. Ultimately, the Native Access program could target 45-50 students for entry.

Cost: Income is not enough to cover the true costs of any program. The added cost of providing specialized support services, reduced teaching loads for faculty, non-credit courses necessary to improve levels of preparation and the slower pace of students, all contribute to high costs. Approximately 80% of the direct costs for specialized Native programs is covered by income from various sources. Indirect costs are very high, e.g., the University spends \$150,000 a year on support services and the office responsible for the implementation and coordination of Native Access. This is partially offset by a Grant that covers 37% of these costs. The Grant from the Counselling Foundation of Canada pays a diminishing amount each year. It will expire in 1992. Much of the money is soft money from various Federal and Provincial government agencies. Funding, just with BIU income, will not support such Access programs.

Laurentian

Does not offer Pre-University Transitional programs. The University has a Department of Native Studies, which offers a Native Studies Degree program, whose requirements are the same as for the B.A. General program (three-year), with six of the 15 courses chosen from Native Studies. The normal admission requirements apply in the case of this program.

McMaster

No special Transitional programs for targetted groups. Preparatory courses are offered through the Centre for Continuing Education which deals with topics such as Study Skills, Writing Skills, English and Mathematics. The University's part-time admission policy is very liberal, so that students without the normal academic preparation are enabled to enter Degree programs on a part-time basis. Essentially, there is open admission on a probationary basis; performance in the first two courses is used to decide whether a student can continue and enter a Degree program.

Nipissing

Native Classroom Assistants' program: 80 Native students in a three-summer, three-part program leading to a Native Classroom Assistant's Certificate. The Certificate stands on its own for the Classroom Assistants' program in Native schools. It is also an Access and Transitional program, as it provides incentive for academic upgrading to OSSD and route to OTC through Nipissing's special Native Teachers' Certification program. It is funded by the Department of Indian and Northern Affairs. Backgrounds: Grade 10 to some university courses. Cost: \$95,000.

Native Teachers' Certification program: open to OSSD graduates who have taken the N.C.A.P.; two summers and two years of guided internship; leads to OTC.

Cost: \$150,000

OISE	No programs
Ottawa	Two programs in the Faculty of Law: <ul style="list-style-type: none"> In the Civil Law Section, a program that improves the access of Aboriginal students to the undergraduate program. In the Common Law Section, an Education Equity program has been launched. An Education Equity Director will develop guidelines for the removal of systemic barriers, develop recruitment and outreach strategies to the targetted communities, examine the present legal studies' curriculum to ensure that a more diverse range of perspectives is taught, and provide support for the students admitted. In the first year, tutorial assistance is provided using upper-year students and making counselling available if difficulties arise.
Queen's	No experience with offering Pre-University Transitional or Access programs.

The Law faculty has a special applicants admission category. It offers 25-30 places out of 150-155. In September, 1990, 584 applications were received for the places available. Between three and six Natives are expected to be among the 1990 group. Native students admitted through this category, who are judged to have a special need for a preparatory program based on LSAT scores, are advised to attend the University of Saskatchewan program which is sponsored by the Department of Justice and the Department of Indian Affairs. After admission to Queen's, should one of these students get into severe academic difficulty, the Faculty provides an individual tutor to assist the student. No other special courses or programs are offered for this group exclusively. Cost: mainly indirect, except for tutors, primarily related to administrative and support services.

Ryerson	Access Programs offered: <ul style="list-style-type: none"> Diploma in Arts; Access Program for Multi-Racial Students Entering Human Services Field; English as a Second Language Certificate; Women's Week Program; Certificate Program.
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Diploma in Arts: A three-year post-grade 12 program. Its original purpose was to provide a liberal education as a basis for further studies at Ryerson and elsewhere. Students have used the program, after their first or second year, as a basis of preparation for transfer to one of the Professional

programs at Ryerson or another university. Arts, Social Science and Science courses are offered. About 85 students are admitted to Year One. The backgrounds are mixed -- some are mature students, some have Grade 13 but below 65 or not the subjects needed for the preferred program. There are no socio-economic data. The program is also given part-time to about 100 students. Students are supported with counselling services, writing clinics, time management and how-to-study workshops.

Access Program for Multi-Racial Students Entering Human Services Fields: A pilot non-credit program whose motivation is the need to attract minority students to Human Services occupations. In 1990, two courses are offered -- an Orientation to Canada's Political and Social Context and Skills for Helping.

English as a Second Language Certificate: A non-credit Certificate is available through evening studies. It helps recent immigrants gain access to the work place.

Women's Week Program: This was originally designed to help women gain access to the work place; it has recently been offered to women seeking greater career mobility. It uses a seminar format concentrated over the period of one week.

Certificate Program: Ryerson offers a large number of Certificate programs, credit and non-credit, during the evenings which serve a broad student market. Many of the programs are made up of credit courses, and provide initial, non-threatening University-Learning experience for many students. They improve skills and knowledge, build confidence and self-esteem and are used by many students as a basis for admission into a full-time program.

Cost: Most Transitional Access programs offered to date have been non-credit and supported out of student fees. As a result, they can be offered at reasonable fee levels only when there are large numbers.

Toronto

Transitional-Year Program and Pre-University Program.

Transitional Year Program: A one-year program with limited enrolment. There are five courses -- English Composition, English Literature, History and Society, and Methods of Reasoning -- which are taught by TYP staff; a fifth course is taken from the regular offerings of the Faculty of Arts and Science. The Arts and Science course, and one semester of the Methods of Reasoning course, carry credit toward the B.A. Degree. Besides regular classes, students in the program attend seminar discussions and tutorials designed to provide intensive instruction in the subject matter. In addition, each student has an individual one-hour session with a tutor once a week. About 35% are from Afro-Canadian descent; 15% of Native-Canadian origin. One-third are parents; 20% have medical disabilities and 15% have problems stemming from a background of child abuse, alcoholic parents, poverty and related circumstances. 60% are women and 48% of them have dependent children. About two-thirds are 22 years of age and older; 20% are over 30 years of age. They have

completed an average of 10.5 years of education, and have on average been away from school for eight years before enrolling in TYP.

Admission: No set level of formal academic achievement. They must satisfy the Admissions Committee that they left school early for reasons connected with social or economic difficulties, illness or some personal problems, wholly or mainly beyond their control.

Funding: 0.7 BIUs. The revenue in 1990-91 will be approximately \$172,000. The budget for the academic studies is \$518,000, but TYP students rely heavily on resources not included in this budget such as the Counselling and Learning Skills Centre, Libraries, etc. Enrolment: About 50 students per year. Success rate: Over 50% qualify for admission to the Faculty of Arts and Science. About 58% of those who enter have completed their first year in good standing.

Pre-University Program: The program, offered on a part-time basis, is designed for adults who have been away from formal education for some time. Courses are offered in Canadian Studies, Chemistry, English, History and Mathematics, and each consists of 80 hours of lectures. The workload and level of difficulty are about the same as First-Year University courses.

Enrolment: About 1500 each year.

Admission Requirements: Open to any student who is 21 years of age and does not meet the admission requirements.

Cost: In 1989-90, \$233,065. plus salaries of Program Director, Administrative Assistant and other costs of \$100,000. Income from fees: \$244,683. Success: About half completed successfully; over 80% achieve "C" or better.

Trent

Native Studies Diploma Program: The program was introduced in 1974 to broaden access to University studies for students of Native ancestry. The features incorporated, to offset complaints about upgrading programs, were:

- the admission of Native students with the equivalent of Ontario Grade 12, or mature student status;
- a residential pre-session to orient students to the University, assess academic strengths and build peer support;
- the enrolment in selected undergraduate courses in the first year;
- support courses in language and research skills;
- reduced academic load from five to three courses;
- the awarding of a Native Studies Diploma on completion of seven undergraduate courses and two support courses;

- full transferability of undergraduate credits earned in the Diploma program toward a B.A.

With the exception of the two support courses, Communications 90 and 92C, all courses are regular undergraduate courses. Students are required to enrol in a minimum of three Native Studies courses, but may, if they wish, enrol in first year and subsequent courses in other disciplines. In 1986, a second concentration in Native Management and Economics Development was added as an option.

Enrolment: In the interval 1983-84 through 1988-89, 42 were admitted.

Cost: In 1974, the Native Studies Diploma received approval for funding at the level of 1.0 basic income unit for each full-time student enrolled, and most students are enrolled in three to three and one-half undergraduate courses. Support services in the Native Studies Diploma program consume 20-30% of the income and include staffing of the summer pre-session, instruction in support courses, administration of pre-admission information and in-stream advisory services and networking with and reporting to communities sponsoring students. It was originally anticipated that at an intake of thirty students annually, social counselling services could have been supported from formula income. Since enrolment and retention have been lower than anticipated, administrative support services have been distributed among faculty and staff and significant social support needs have been served, somewhat inconsistently, by a series of ad hoc arrangements, which are dependent on the availability of funding from voluntary or project sources.

Results: "70% of students admitted experience academic success enrolling on average in 3.3 undergraduate courses per year and completing, on average, 2.7 or 80% of courses undertaken. Of all students admitted, one-quarter go on to complete the Diploma, one-quarter are rusticated and half leave the university after one year in good academic standing, or take longer than the 'normal' two-year period to complete their graduation requirements."

Waterloo

Access for underrepresented groups is normally through mature student admissions. The University offers six Pre-University courses, in correspondence mode, which are mainly used by mature students.

Western

The University does not have any specific programs for students from under-represented groups. The Journalism program for Canadian Native people has recently been disbanded because there are now adequate avenues available for Native students wanting to enter the Journalism field.

Wilfrid Laurier

The Grade 12 Scholarship program was discontinued in 1985. It attracted high calibre high-school students to the University to accelerate their academic program, by substituting Summer courses at the University for the normally-required Grade 13 admission requirement.

Windsor

Does not have such a program.

York

Improving Access for Women:

- Osgoode Hall Law School: Institute of Feminist Legal Studies; graduate scholarship in Feminist Legal Theory; an Employment Equity process; curriculum review; dispute resolution mechanisms, etc.
- Recruitment of Women to MBA program: major recruitment drive.
- WISH (Women in Science, Hopefully) directed to young women in secondary school, chosen by their School Board as articulate leaders, a residential weekend at the University. The students were exposed to simple experiments of mathematical problems, met prominent women in the field, etc. The program has won many awards.

English as a Second Language:

- York University, English Language Institute, offers intensive language training for all ESL students whose average was below 78% and who failed the York University Language Test. This instruction is offered on a cost-recovery fee basis.

Community Outreach:

- A Partners in Education program -- with the North York Board of Education -- pairs the college with a junior high school. Also the Admissions Office collaborates with the Toronto Board of Education to provide a mentorship program for students at Parkdale Collegiate, whereby Parkdale's graduates at York are paired with Grade 12 students whom they brought to York for events during the March break.

Special Undergraduate Admissions:

- Those refused admission are invited to explain special circumstances accounting for their inadequate average.

Native Canadians:

- Osgoode Hall Law School Special Access programs for disadvantaged groups: up to 90 places are reserved from intake of 320 as follows:
 - Native Canadians (five-ten places in 1990-91);
 - Mature Students (35-40 places in 1990-91);
 - Socially or economically-disadvantaged, or suffering from physical handicaps, sensory impairment or learning disability (30-35 places in 1990-91);
 - Students whose performance may have been affected by special circumstances, such as illness or involvement in outside activities, such as community service (ten places in 1990-91).

- The Faculty of Environment Studies allows talented persons to substitute work experience for high performance in an undergraduate program for entrance to its Master's program and offers a Native/Canadian Relations program.

Bridging Programs:

- The Centre for Continuing Education offers Non-Degree credit instruction in a wide variety of subjects to provide many mature students with some introduction to University-Level education without the necessity of making the commitment to Degree study until there is some confidence that the commitment will be productive. Humanities and Social Science courses provide specific content, but also focus on improving students' ability to express themselves with clarity, precision and conviction, and on developing analytic and essay-writing skills. If they achieve a grade of 70% and are at least 21 years of age, they are eligible to enrol in a Degree program.

Cost: Cost recovery fees of \$225 per course. A similar program is offered in the Faculty of Science.

- Women's Studies' bridging courses, offered by Atkinson, are the same as those offered by the CCE but are focused on women. They have the aim of lessening the element of remoteness by providing University-Level instruction where women can test their abilities and interests. They were first offered in the Jane-Finch area, but are not offered in any area for more than three successive years, so they have been offered in Aurora, Bolton, Parkdale, Malton, Brampton and North York.

Cost: They are not for credit and therefore do not qualify for BIU funding. Employers have sometimes eased the burden and have offered the course on the workplace site.

- Hispanic Community Initiative. With modest funds from Atkinson College and the Secretary of State, the program undertook to engage the Hispanic community in a range of non-credit bridging courses and cultural activities dealing with various aspects of multiculturalism in Canada, designed to familiarize Hispanic-Canadians with Canadian culture and encourage them to contemplate a university education.

Is your institution planning to introduce one or more of these programs?

Algoma No plans to introduce Transition programs.

Brock The University's mission statement contains a statement that it is part of its mission "to facilitate accessibility for lower income students, mature students, students from visible minority groups, Native Canadians,

international students, students with identified but unrealized potential, and students with various disabilities." The University will be actively examining various means to increase accessibility in the coming months.

Carleton

The most general expression of our interest in and commitment to representative student populations has been open admissions. When admitting all qualified students to many of our Degree programs, we do reach persons from rural and urban backgrounds of some relative disadvantage. When we have pondered the appropriateness of this admission practice, however, it has often led to consideration of special upgrading or support programs to allow such students a decent opportunity to succeed in the University. At this time, I think we need to develop such programs. ...We are reviewing prospects for a more active role in reaching Aboriginal people. And we have also been reviewing, with local high school representatives, the possibility of some Transitional program to ease the passage into University. This latter possibility is a major agenda item for us in our work in the coming year with the Ottawa Carleton Learning Foundation. It will also receive attention in our work with an area high school with which we are a "partner in education". We are generally of the view that some Transitional support should be offered to all students, and that such a program might include basic skills training in a range of areas including study habits, literacy, numeracy, and probably also social preparation as related, for example, to behaviour such as alcohol use. We consider that the delivery of some such preparatory training could be a collaborative project and offered in high schools for graduating students. We also contemplate more intensive preparatory courses on campus in Summer, and possibly in parallel to regular offerings in the first academic term. Additionally, we are considering some enhancement of first-year course content, especially with regard to greater consideration of the social adjustment difficulties of many students that impact upon academic performance. Finally, in the view that the resident-student population has a steering effect upon student culture, we have been working to develop measures to reinforce the academic culture of our residence. For this year, the specific innovation that we are attempting and will evaluate is a tutorial service provided by graduate students in residence.

I do wonder at the desirability of very elaborate targeting. I understand, for example, that our program for special students is much less restrictive than the University of Toronto's Transitional Year. Successful outreach may not be capable of very precise targeting, and be as general as our efforts to attract and provide an opportunity as "specials" to those in our community who, as apparently intended in the Toronto program, "lack the ordinary entrance qualifications because of economic, social, cultural and ethnic factors."

Guelph

The University does not have immediate plans for the introduction of such programs.

Lakehead

The University is offering, on a trial basis in 1990-91, a General Access program which, if fully implemented, would stream students in Arts, Science and Professional Studies programs, as well as a Health Science

core through which a Pre-Medical program would flow. The Health Science component is part of a joint initiative with the University of Toronto and Trent University. This year students enrolled in the Access program all are in the Arts programming stream. Continued operation of the program, which has been implemented with the expectation that funding will be forthcoming from Government in the near future, will depend on the University finding a financial base from which to operate. Other specific programming, that currently is being explored, is an Engineering Access Program and possibly a Forestry Access component.

Laurentian	No immediate plans for offer Pre-University Transitional Programs.
McMaster	An Indigenous Studies Degree program has been approved, subject to obtaining special funding. The program will be in the form of a minor to complement regular Degree programs. Liaison activities with the First Nations of the region will be increased. Instructors and counsellors will be appointed to facilitate the recruitment and retention of First Native students.
Nipissing	As for our future plans, we hope to deal more directly with the issue of Native-Canadian Transition into the undergraduate experience.
OISE	Not planning or discussing such programs for future implementation.
Ottawa	No response to this question.
Queen's	No response to this question.
Ryerson	No response to this question.
Toronto	Health Sciences Access Program. This program is a joint initiative of Lakehead, Trent and the University of Toronto. It is intended for Aboriginal people, who have completed secondary school or who are beyond secondary school age, have the interest and the aptitude for the Health Care profession, but lack the requisite preparation in Mathematics and Science. It is guided by an Executive Committee, composed of representatives of the First Nations and the participating universities. Teaching will be carried out by Lakehead and Trent. The Aboriginal Health professions program at the University of Toronto will provide central co-ordination, recruitment, curriculum approval and evaluation. The primary functions of the University of Toronto will be to ensure places in its Health Science faculty for graduates of the program, and to provide social and cultural support. Cost: U. of T.'s share of first four years: \$641,324.
Trent	No response to this question.
Waterloo	No response to this question.
Western	No response to this question.

Wilfrid Laurier No plans to implement another program of this type.

Windsor Has not considered such a program at this point in time.

York No specific response to this question.

Has your institution formulated a position on the need for or the utility of such programs? Are other approaches more effective? Has your institution prepared a report or study on this issue? Can you refer us to research on this issue?

Algoma Prefers a principle of providing assistance to meeting normal standards of acceptability, rather than encouraging the adoption of selectively-weaker standards. Transition years, and similar tinkering with the admission process, are trespasses on the role of the secondary schools, which are best positioned to offer accelerated, streamlined or amalgamated variations of their normal courses to facilitate Access. Universities should concentrate on providing tutorial and counselling help. Cross-cultural programming initiatives are important and deserve support. There is a need for overhead funding to maintain the Native student and mature student; and special needs' offices and program renewal funding to develop cross-cultural programming initiatives.

Brock No response to this question.

Carleton The most general expression of our interest in and commitment to representative student populations has been open admission....Where we have pondered the appropriateness of this admission practice, however, it has often led to consideration of special upgrading or support programs to allow such students a decent opportunity to succeed in the University.

I do wonder at the desirability of very elaborate targeting. I understand, for example, that our program for special students is much less restrictive than the University of Toronto's Transitional Year. Successful outreach may possibly not be capable of very precise targeting, and be as general as our effort to attract and provide an opportunity as "specials" to those in our community who, as apparently intended in the Toronto program, "lack the ordinary entrance qualifications because of economic, social, cultural and ethnic factors."

Guelph Our efforts are focused on breaking down barriers for academically qualified females and academically qualified students with disabilities. We have not yet addressed, in any serious institutional way, the question of helping unqualified members of underrepresented groups become qualified.

If we were to pursue this issue, I know that worries about compromising the University's admission standards would arise, and the resource implications (as you might imagine) would be another concern. Nevertheless, the University is very sensitive to the important moral,

social and educational issues that you are raising, and we look forward to participating in the discussions as they proceed.

Lakehead

We agree with Government's goal to improve access to underrepresented groups. The problem of underrepresentation of Natives goes far beyond the small remedy offered by access programs...must be dealt with at the elementary and secondary school levels in order to address the problems of inadequate preparation, lack of interest and a high drop-out rate, in the hope that future generations will have ready Access to university education. In the interim, we are involved in Access programming with the complete understanding that it is a stop-gap measure at best.

Laurentian

No response to this question.

McMaster

No research has been undertaken, but the work of the Presidential Advisory Committee has convinced the University of the need for the initiatives it is proposing.

OISE

No response to this question.

Ottawa

Regarding the need for improved access of underrepresented groups within the University, there are some issues in which co-op programs may be a factor. The current process of admitting students to co-op studies, on the basis of academic achievement, supports the business community's interest in having access to the best qualified resources as well as the University's interest in attracting strong achievers. Given the movement towards Employment Equity and the need to attract women and minorities to non-traditional fields, it would be an opportune time to address the needs of under-represented groups. In addressing how the University community can improve access, it would be beneficial to seek the employers' commitment to support increased hiring of individuals from under-represented groups. The employers have a vested interest in the University improving access, since they wish to achieve adequate representation in target groups. It is unlikely that employers would support very different standards for admission to co-op programs; however, they may agree to a role in contributing to Transitional programs. In such a way, they would be able to assist in the development of students to meet the standards of entering co-op and maintain their interest in recruiting strong performers.

Queen's

Currently involved with Trent University and Native community representatives in examining the need for a program to prepare teachers, and other educational personnel, to work in the field of Native Education. It is expected that the participants in the program will come primarily from the Native community, and many will not have the normal university admission requirements. A committee will produce a report in early September.

The University's Committee on Race Relations will produce its report this Fall. Its report is expected to deal with the admission of underrepresented groups.

Ryerson

Had organized a Conference on October 30, 1990, on "Strategies for Improving Access, Retention, and Graduation of Ethno-Specific and Native People in Ontario Post Secondary Institutions".

Toronto

We strongly believe that increasing the participation of under-represented groups should be a priority for all universities in Ontario. The commitment extends not simply to the admission of students from non-traditional or disadvantaged backgrounds. We must also ensure that such students receive the academic and personal support services necessary to enable them to succeed. ... the ability of universities to address the fundamental problem of systemic barriers is limited. The Provincial Government needs to do more to motivate and encourage students from minority and disadvantaged families, as do colleges and the school system. The existing student assistance programs need review and improvement.

Universities do have an important function in providing programs to prepare older students from under-represented groups, and to assist them in making the transition to post-secondary education. Although this is a matter of pre-university education, we feel there are particular advantages to having Access programs mounted by universities. These students are typically of university age; instruction provided in the university milieu, or milieu designed to ease the transition, ensures that the course content and style of teaching are specifically tailored to preparing students for further university study.

The University's Brief also referred to two recent reports:

- Special Committee Report on Native Students, 1988-89;
- Presidential Advisory Committee on Tuition Fees.

These reports:

- encourage the Faculty of Education to prepare students for teaching in schools, which include Native students;
- encourage provincial funding for the Health Services Access program;
- encourages the TYP to extend its counselling to Native students beyond the transitional year;
- encourages TYP to re-introduce its Pre-University Chemistry and Mathematics courses.
- recommends annual funding for the University of \$2 million for additional special accessibility initiatives.

Trent

Trent University supports the value of Special Access programs for under-represented groups ... until such time as the secondary school graduation rate of Native students is on a par with the provincial average.

Senior members of the University faculty have participated in the Ministry of Colleges and Universities Advisory Committee on Native Post-Secondary Education.

Waterloo

It is likely that special efforts may be needed to be developed on a differentiated basis for different identified groups. The need to develop some economies of scale, as well as a shortage of experience in successful programming, may appropriately lead to the development of some specialization with different institutions taking up different parts of the job to be done. It may be that the 1,000 courses a year, offered through our correspondence program, already represents a very significant Transition program of a fairly specialized sort ... a word of caution. It is a principal conclusion in Christopher Jencks' On Equality. He found that in the United States, every effort made to increase accessibility to education for the more able children of less well-to-do families, ended up providing instead greater accessibility to the less able children of more well-to-do families.

Western

... we cannot offer any assistance with the questions posed in the second full paragraph ... would only add that, pursuant to the Ministry of Citizenship's Race Relations Conference held earlier this year, we are keeping an eye on what the Province might be doing with regard to Provincial Employment Equity legislation. If such legislation comes into place, all universities and colleges will have to examine the matter of under-represented groups; the matter of quotas and Affirmative Action programs, especially with regard to Professional programs, will become a large issue.

Wilfrid Laurier To date no deliberations on the question of increasing accessibility for under-represented groups.

Windsor No response to this question.

York The York Brief sets out, in extenso, its Academic Plan and Mission Statement. The University is seeking to raise its standard of entry. However, it seeks to put into place a practice of selective accessibility to offset the socially-regressive effects of limitations on general accessibility. It also calls for an expansion of services to the educationally-disadvantaged groups by seeking resources from the Government and the community at large.

OCUA Public Meetings 1992-93

OCUA Public Meetings 1992-93

Date	Location and Participants
October 29, 30, 1992	Queen's University Carleton University Queen's University Trent University Ontario Federation of Students Ontario Graduate Association
November 5, 6, 1992	Nipissing College Lakehead University Laurentian University - Algoma College - Nipissing College - Hearst College University of Ottawa York University (Glendon College)
November 26, 27, 1992	Wilfrid Laurier University McMaster University University of Guelph University of Waterloo University of Western Ontario Wilfrid Laurier University University of Windsor
December 10, 11, 1992	University of Toronto Ryerson Polytechnical Institute University of Toronto York University Council of Chairmen of Ontario Universities Council of Ontario Universities Ontario Confederation of University Faculty Associations
January 21, 22, 1993	University of Toronto Brock University Ontario College of Art Ontario Institute for Studies in Education Canadian Union of Public Employees Confederation of Ontario University Staff Associations

**Government Responses to
OCUA Recommendations
1992-93**

Response to Advisory Memorandum 92-I



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July 25, 1992

Mr. Colin Graham
Interim Chair
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Mr. Graham,

I am writing to thank the council for submitting Advisory Memorandum 91-XI: "Graduate Program Funding, 1992-93" and Advisory Memorandum 92-I: "Undergraduate Quasi-Professional, Special and Professional Program Funding, 1992-93".

I am pleased to accept the recommendations contained in both Advisory Memoranda. The following programs have been approved for funding eligibility, at the recommended weights and categories consistent with the ministry's Operating Funds Distribution Manual:

Graduate

Carleton University	MA	Applied Language Studies
Lakehead University	MSW	Social Work
Laurentian University	MSW	Social Work
Nipissing College	MED	Education
Queen's University	PhD	Applied Exercise Science
University of Toronto	MA	Russian and East European Studies
	PhD	Industrial Relations

.../2

University of Western Ontario	PhD	Sociocultural Kinesiology
York University	MA PhD PhD	Women's Studies Women's Studies Environmental Studies.
<u>Undergraduate</u>		
Brock University	BEd	Technological Studies
Carleton University	BEng	Environmental Engineering
University of Guelph	BSc BSc BSc BSc(Env) BSc(Env) BSc(Env) BSc(Env) BSc(Env) BSc(Env) BSc(Env) BComm	Crop Science(*) Horticultural Science(*) Urban Horticulture and Environmental Mgt(*) Earth and Atmosphere(*) Ecology(*) Geography(*) Natural Resources Mgt(*) Environmental Analysis Environmental Protection Environmetrics Housing & Real Estate Mgt
Lakehead University	BA	Native Studies(*)
McMaster University	BEng	Chemical Engineering and Society(*)
University of Ottawa	BASc BASc BA	Chemical Engineering (Environmental Option) (*) Civil Engineering (Environmental Option) (*) Second Language Teaching
Queen's University	BA	Russian & Soviet Studies(*)

.../2

University of Windsor	BMT BA	Music Therapy Planning
York University	BScN	Nursing.

(*) - Council cursory review.

Finally, I accept the council's recommendation that funding eligibility be withdrawn for the PhD program in South Asian Studies at the University of Toronto.

Please convey my appreciation to the members and staff of the council for their work in reviewing this year's program proposals.

Yours sincerely,



Richard Allen
Minister

cc: The Honourable Frances Lankin
Minister of Health

The Honourable Marion Boyd
Minister of Community and Social Services and
Minister Responsible for Women's Issues

Response to Advisory Memorandum 92-II



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July 6, 1992

Mr. Colin Graham
Interim Chair
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Mr. Graham,

I am writing in response to Advisory Memorandum 92-II, "The Future of the Ontario College of Art," dated March 23, 1992, advice which was based on the Final Report of the Task Force to Review the Ontario College of Art.

On April 2, I wrote to your predecessor, Dr. Nelles, indicating that I intended to share the advice with the Ontario College of Art and the university system and to respond more fully at a later date. I have now had the opportunity to hear the views of the Council of the Ontario College of Art (hereafter referred to as the College Council) and other members of the College community.

I agree that it is necessary to proceed with the restructuring of the College, much as described in the Final Report of the Task Force and in Advisory Memorandum 92-II. Specifically, I concur with Recommendation 92-23:

THAT the role and mission of the Ontario College of Art be as outlined in [Advisory Memorandum 92-II] . . . as a provider of education and training in the visual arts and design, and that the College Council develop an appropriate mission statement and set of operational goals and objectives to reflect this role.

.../2

Further, I accept Recommendation 92-24:

THAT the Ontario College of Art undertake to achieve both quality improvements and greater efficiency in fulfilling its educational mission through a full restructuring of its programs, modes of delivery and operations.

I propose to outline in some detail how I wish the Ontario Council on University Affairs (OCUA) and the College to proceed with this undertaking. First, however, I would like to indicate that, in my meetings with members of the College Council, I perceived on their part indications of a genuine spirit of cooperation and commitment to the future well-being of the college, along with an eagerness to avail themselves of the opportunity to effect change and improvements in the College's programs and operations. I wish to draw upon that commitment and cooperative spirit: I envision OCUA and the College Council working in concert to help ensure that, in the words of OCUA's advice, "the Ontario College of Art again becomes a vital and healthy institution which can provide quality art and design education with the resources available to it" (AM 92-II, p. 17).

Accordingly, the following delineates how the restructuring should be undertaken, specifically with reference to the arrangements for the appointment, structure, reporting relationship, and operating principles of a Restructuring Team that will work, over the next three years, on the development and implementation of a restructuring plan for the College. It should be understood and accepted by all concerned that a basic premise underlying the restructuring exercise will be that it must result in a balanced budget and in the elimination of the accumulated deficit over the three-year period.

A five-member Restructuring Team is to be established, consisting of two members from the college community, two external members, and a director. The latter three individuals are not to be employed by or enroled in the College, or serving on the College Council. I will select and appoint the Director, in consultation with OCUA and the College Council, and I will undertake to have an individual named to this position by the end of July, 1992. I ask that OCUA and the College Council jointly select the other four members of the team, in consultation with the Restructuring Team Director.

.../3

I ask that in selecting nominees for the Restructuring Team and in making recommendations to me on a suitable Director, OCUA and the College Council undertake to ensure that there exists among these individuals an appropriate combination of expertise in academic administration; curriculum and program planning; financial administration; and institutional planning. Names of the selected nominees for the four team members should be recommended to me for appointment by the end of August. The Restructuring Team should be in place and ready to begin its work in September. The President of the College will be an ex-officio member of the Restructuring Team.

The Restructuring Team will report to the College Council through the Restructuring Team Director. The first undertaking of this team will be to develop a Restructuring Plan and Budget. The Director of the Restructuring Team will make periodic progress reports to OCUA, at least quarterly but more frequently if OCUA considers this necessary, as the plan and budget are developed. OCUA will have responsibility for final approval of both.

The plan and budget should be formulated with the view that, as recommended by both the Task Force and OCUA, up to \$800,000 annually for three years will be made available to assist with restructuring costs, including securing the services of external advisors, assisting with adjustment costs such as early retirement incentives, and supporting the costs of the Restructuring Team. As suggested by OCUA, it seems "highly appropriate" that at least a portion of these funds should be set aside from the Transition Assistance fund, since this undertaking at the College probably represents one of the system's most extensive restructuring projects. I would ask, therefore, that in its deliberations regarding Transition Assistance, the OCUA Ad Hoc Committee on Transition Assistance consider what amount can be set aside for restructuring at the College. I accept OCUA's recommendation that the "residual should be funded from the normal operating grants contingency fund set aside by Council in Advisory Memorandum 91-XII" (AM 92-II, p. 16).

The plan that is developed should, as recommended by OCUA, be designed so as to "renew the College's mission." Specifically, I agree with OCUA's recommendation that:

"This restructuring plan should integrate needed academic planning and changes with longer-term

.../4

enrolment planning, financial planning, human resources planning, student support service planning, physical plant planning, administrative planning and academic support services planning. This restructuring plan should be based on a clear policy framework for academic services and programs which are realistic in the context of available resources" (AM 92-II, p. 13).

It can be anticipated that in the course of restructuring, the College will:

"restructure its curriculum and delivery modes; narrow and consolidate the range of program/course offerings; develop appropriate human resource policies and practices including extending employment equity initiatives; develop improved student services and extend enrolment equity initiatives; develop a plan for a refurbished physical plant to achieve these goals, and develop realistic enrolment policies and longer-term strategic plans" (AM 92-II, p. 12).

No doubt the work already done by the Task Force in identifying alternative pedagogical approaches and program delivery methods for the College that would still allow the delivery of high quality art and design programs, will prove to be useful. I suggest that the Restructuring Team draw upon this work as much as possible.

I also expect that, throughout the development and implementation of the restructuring plan, the Restructuring Team and the College Council will consult with and involve in whatever ways practical, the full college community, including faculty, staff, and students. I require also that the Director of the Restructuring Team obtain approval from OCUA for expenditures from the restructuring fund and for engaging the services of external advisors to assist with the restructuring. The administrative arrangements for securing these approvals should be worked out between OCUA and the Restructuring Team Director. I would appreciate being apprised of these arrangements in due course.

I also ask that throughout the three-year restructuring period, OCUA continue to approve and monitor the College's regular operating budget, as occurred in 1991-92 with considerable success.

.../5

I must now stipulate three conditions which I expect the College to observe throughout the three years of the restructuring period. First, that the College concentrate on improving its current programs and operations and not direct its energies to the pursuit of a degree option during this period. Second, that the College keep the Restructuring Team, OCUA, and the Ministry fully apprised of its deliberations and actions with respect to the establishment of a campus in Elliot Lake. Finally, that the College accept this restructuring initiative in the spirit in which it is intended -- as a means to ensure for its students the delivery of high quality art and design education that is affordable for the province. In this regard I expect the full cooperation of the College community, including senior management.

In closing, I reiterate my appreciation to the members of Council and to the Task Force for the thoroughness and thoughtfulness of your work on the review of the College, and to the College Council for its receptiveness to the recommendations for change at the College.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Richard Allen", followed by a long horizontal flourish.

Richard Allen
Minister

Response to Advisory Memorandum 92-III



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June 2, 1992

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Dr. H. V. Nelles
Chairman
Ontario Council on University Affairs
LuCliff Place
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Dr. Nelles,

I would like to thank you and the members of council for the advice presented in Advisory memorandum 92-III, "Pseudo-Campus Program Review For the Laurentian Affiliate Hearst College".

I am pleased to accept council's advice with respect to the reporting of students in programs and courses offered on behalf of Laurentian at Hearst College. Starting in 1992-93, Hearst College may report these students and their associated funding counts as if they were Hearst College students.

Arrangements will be made shortly to flow the 1992-93 funding associated with this enrolment directly to Hearst College. The extra-ordinary grant in the amount of \$88,000 will also be paid directly to the college.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Richard Allen", with a long, sweeping horizontal line extending to the right.

Richard Allen
Minister

Response to Advisory Memorandum 92-IV



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November 26, 1992

Professor Joy Cohnstaedt
Chair
Ontario Council on
University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M2H 2T8

Dear Professor Cohnstaedt,

I am writing further to the Treasurer's statement of November 26, 1992, to advise you of the government's allocation of operating support for universities and related institutions in 1993-94. In establishing the operating grant level, the government has considered the advice which the council provided in Advisory Memorandum 92-IV, "Government Support of the University System in 1993-94". I regret that the funding levels suggested in that advice cannot be supported in the current fiscal climate.

The Treasurer's message is very clear; provincial revenues are much lower than had been anticipated, and have forced the government to take some very difficult decisions regarding transfer payments. Furthermore, revenues are not expected to improve significantly for the next several years. Restructuring activities in the broader public sector, including colleges and universities, are now even more important if we are to continue to maintain the level and quality of the services provided over the longer term.

The base allocation for universities, and for all other transfer agencies, has been capped at the 1992-93 level for 1993-94. In addition \$56 million, or two percent of the combined university and college allocation, will be made available to the postsecondary sector to support restructuring initiatives, and to assist institutions in

maintaining enrolment levels. I will be holding meetings with all college and university executive heads and the two restructuring committees on December 15 to discuss initiatives which may be funded from this allocation. These funds will be provided on a one time basis. Unfortunately, the province's fiscal situation has made it impossible to add this funding into the base for future years.

Economic renewal is a very high priority of this government. Further, it is recognized that colleges and universities will play a vital role in supporting economic renewal in the province. I am therefore pleased to announce that the base allocation for the postsecondary sector will be increased by \$28 million in 1994-95. Decisions on the distribution of these funds between colleges and universities, however, have not been taken.

The allocation of base operating support for universities and related institutions will total \$1,971,966,000 in 1993-94. From that amount, a total of \$43,841,000 has been reserved for the Faculty Renewal program, and the Special Purpose Grants envelope. This amount, which is approximately \$10.5 million more than last year, includes, for example, increases in the amounts targeted for the Aboriginal Education Strategy and French Language program development, as well as allowances for the introduction of the Midwifery program and the ongoing restructuring program at the Ontario College of Art.

I would appreciate receiving council's advice on the 1993-94 distribution of the remaining \$1,928,125,000 in base operating support. These funds will encompass the amounts awarded within the basic grants envelope; the transition grants envelope; the mission related, institution specific envelope, including bilingual grants, northern and special northern grants, differentiation and extraordinary grants; the research overheads envelope; the international graduate student waiver program; the accessibility for the disabled program; and any contingency funding which the council considers appropriate.

Tuition fees for undergraduate arts and science students will increase by \$132 to \$2,026 in 1993-94. Other fee categories will also be increased proportionately.

Revisions to the 1993-94 Ontario Student Assistance Program (OSAP) were also announced today. The major changes to OSAP include:

- Students will receive more loan assistance and less grant assistance.

- Average student debt levels will increase. However, the maximum two-term student debt load will remain at the current level of \$5,570.
- Instead of paying grants during the academic year, loan debts in excess of \$5,570 per year will be forgiven when the student leaves school.
- An increase in the total amount of assistance available to students. It is estimated that more than \$130 million in additional assistance will be made available to students. Total funds issued will increase from approximately \$670 million to \$800 million per year.
- In recognition of the higher loan debts associated with the restructured student assistance program, improvements will be made to the Ontario Student Loan Interest Relief Program to lessen the Ontario Student Loan repayment obligations for low-income graduates.
- The budget for both the Ontario Special Bursary and Ontario Work-Study programs will be doubled from \$2.7 million to \$5.4 million. The additional funding will be targeted to: Aboriginal Canadians, Francophones, Social Assistance recipients, Students With Disabilities, and Visible Minorities.

These changes will result in average student loan debts increasing from present levels. However, the maximum debt for a two-term program will be \$5,570 -- the same maximum debt level as exists in the current Ontario Student Assistance Program.

I would like to thank the council for the advice tendered in Advisory Memorandum 92-IV, "Government Support of the University System in 1993-94", and I look forward to receiving the result of your further deliberations with respect to the funding distributions.

Yours sincerely.

A handwritten signature in dark ink, appearing to read 'Richard Allen', followed by a long horizontal flourish.

Richard Allen
Minister

Response to Advisory Memoranda 92-V



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August 11, 1992

Mr. Colin Graham
Interim Chair
Ontario Council On University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Colin Dear Mr. Graham:

On behalf of The Honourable Richard Allen, Minister of Colleges and Universities, I am writing to thank the council for submitting Advisory Memorandum 92-V: "Program Approvals".

The Minister is pleased to accept the recommendation contained in the Advisory Memorandum, specifically:

THAT Council be authorized to proceed with the changes to its Program Procedures Manual which would require institutions:

- . to provide convincing evidence of societal need;
- . to demonstrate that proposals which would result in duplication are fully justified;
- . to require evidence of inter-institutional collaboration and co-operation; and
- . to show more clearly how the new programs are to be funded,

along the lines outlined in the advisory memorandum.

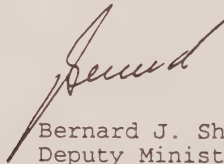
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- 2 -

I am grateful that the council was able to respond so quickly and effectively in this matter. I look forward to the results of the longer-term review of program approval procedures and criteria, to be undertaken over the next year.

By copy of this letter, I will advise Executive Heads of Institutions of the Minister's decision.

Cordially,



Bernard J. Shapiro
Deputy Minister

cc: Executive Heads
Institutions

C. Graham, Interim Chair, OCUA
P. George, President, COU
M. Yeates, Executive Vice-Chair, OCGS
S. Ross, President, OCUFA
G. Gervais, Chair, CEFO
D. Adam, Chair, ACFA
B. Johns, President, COUSA
V. Kelly, National Chair, CUEW
R. Poste, President, OTF
J.F. Clifford, Chair, TECO
K. Craft, Chair, OFS
C. Clarke, Chair, OGA
R. Johnston, Chair, COR

Response to Advisory Memorandum 92-VI



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September 8, 1992

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Mr. Collin Graham
Interim Chairman
Ontario Council on University Affairs
LuCliff Place
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Mr. Graham,

I would like to thank you and the members of council for the advice presented in Advisory Memorandum 92-VI, "Transition Assistance, 1992-93".

I am pleased to accept your advice concerning the projects which will be funded in 1992-93, in the amounts as indicated in the table included in the advisory memorandum. I would like to commend the institutions for the consultation which took place with relevant stakeholder groups, and the degree of consensus which was achieved at many institutions on the proposals submitted for funding consideration. I expect collaboration with relevant stakeholders to continue as the proposals are implemented over the coming months.

In addition, I agree with council that the results and experience gained by those institutions receiving transition assistance should be shared throughout the postsecondary system wherever possible.

As previously advised, it is expected that projects funded under this initiative should be completed by September 1993. Funds flowed during the fiscal year 1992-93 must be fully committed by the end of that year. In September 1993, a report summarizing what was accomplished with the funds provided, including a schedule documenting and accounting for all expenditures made on each project, is to be submitted to the ministry.

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- 2 -

In preparing this report, the standard Committee of Finance Officers expenditure definitions are to be used. No special audit of these expenditures will be required.

I also accept your recommendations that a maximum of \$200,000 of the transition assistance funds be directed to the academic restructuring being undertaken at the Ontario College of Art. Up to \$600,000 in additional funds for the implementation team will be supplied from the contingency on general operating funds originally set aside for this purpose.

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'Richard Allen', followed by a long horizontal flourish.

Richard Allen
Minister

Response to Advisory Memorandum 92-VII



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Mr. Colin Graham
Interim Chair
Ontario Council on University Affairs
7th Floor
700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Mr. Graham:

On behalf of The Honourable Richard Allen, Minister of Colleges and Universities, I am writing to thank you for your letter of July 15, 1992, transmitting Advisory Memorandum 92-VII: "Existing Program Funding and New Degree Designation Reviews for Ryerson Polytechnical Institute".

I am pleased to advise you that the Minister has accepted the recommendations contained in the advisory memorandum.

Continued funding eligibility is approved for the following eight programs:

1. Diploma and Bachelor of Technology (Industrial Engineering)
2. Diploma and Bachelor of Technology (Mechanical Engineering)
3. Diploma and Bachelor of Applied Arts (Nursing)
4. Diploma and Bachelor of Social Work (Social Work)
5. Bachelor of Technology (Architectural Science)
6. Bachelor of Applied Arts (Photographic Arts)
7. Bachelor of Applied Arts (Urban and Regional Planning)
8. Bachelor of Applied Arts (Early Childhood Education).

The Minister has granted authority to Ryerson to offer the Bachelor of Engineering degree designation in Industrial, Mechanical and Civil Engineering.

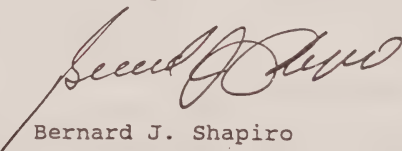
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Mr. Colin Graham
Page 2

Please extend to the members of both the council and the Academic Advisory Committee my appreciation for their advice on these matters.

By copy of this letter, I will communicate the Minister's decision to institutions and stakeholders.

Cordially,



Bernard J. Shapiro

cc: (with copy of advisory memorandum to):

Executive heads of: all universities; OISE; Ontario College of Art; Ryerson Polytechnical Institute; and Dominica, Nipissing, Hearst and Algoma Colleges;

P. George, President, Council of Ontario Universities (COU)
M. Yeates, Executive Vice-Chair, Ontario Council on Graduate Studies (OCGS) [c/o COU office]
S. Ross, President, Ontario Confederation of University Faculty Associations (OCUFA)
G. Gervais, Chair, Council on Franco-Ontarian Education (CEFO)
D. Adam, Chair, Advisory Committee on Francophone Affairs (ACFA)
B. Johns, President, Confederation of Ontario University Staff Associations (COUSA)
V. Kelly, National Chair, Canadian Union of Educational Workers (CUEW)
R. Poste, President, Ontario Teachers' Federation (OTF)
J. F. Clifford, Chair, Teacher Education Council, Ontario (TECO)
K. Craft, Chair, Ontario Federation of Students (OFS)
C. Clarke, Chair, Ontario Graduate Association (OGA)
R. Johnston, Chair, Ontario Council of Regents (COR)

Response to Advisory Memorandum 92-VIII



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August 19, 1992

Mr. Colin Graham
Interim Chair
Ontario Council on University Affairs
7th Floor
700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Mr. Graham,

On behalf of the Honourable Richard Allen, Minister of Colleges and Universities, I am writing to thank you for your letter of July 15, 1992, transmitting Advisory Memorandum 92-VIII, "Undergraduate and Graduate Program Approvals: Bachelor of Science in Environmental Science - The University of Western Ontario, and Joint Master of Arts/Master of Environmental Studies/Doctor of Philosophy in Geography - University of Waterloo and Wilfrid Laurier University".

I am pleased to advise the council that the Minister has accepted the two recommendations contained in the advisory memorandum, specifically, that enrolment in the programs be counted as eligible BIUs for funding purposes beginning in 1992-93, with categories and weights consistent with the ministry's Operating Funds Distribution Manual.

Please convey to the members and staff of both the council and the Academic Advisory Committee my appreciation for their review of these program proposals.

By copy of this letter, I will communicate the Minister's decision to institutions and stakeholders.

Cordially,


Bernard J. Shapiro

Response to Advisory Memorandum 92-IX



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January 19, 1992

Ms Joy Cohnstaedt
Chair
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Ms Cohnstaedt:

I am writing to thank the council for submitting Advisory Memorandum 92-IX, "Extraordinary Grant for the Ontario Institute for Studies in Education".

I have also received the advice of the Advisory Committee of Francophone Affairs.

As you are aware, I have requested that ACFA assess the extent to which the bilingualism grants envelope, and the start-up and development and maintenance grants contribute to the development of a complete range of French language programs and services at the university level. In the course of this review, ACFA will be assessing OISE's role in the general provision of university-level French language services in Ontario. ACFA is expected to report in the spring of 1993. Any changes to the present system would likely be implemented in fiscal year 1994-95.

I have decided to accept the recommendation contained in OCUA's memorandum that a one-time grant of \$185,000 be allocated to OISE. However, the purpose of this extraordinary grant will be to assist this institution in increasing the level and quality of French language services which will be of direct benefit to students. This enhancement of services could apply to the academic component of the French language offerings through the consolidation of the programs already in place, as well as to student services outside the classroom.

.../2

I have written to the institution head, Dr. Arthur Kruger, to announce my decision and to indicate the conditions for disbursement of the funds.

Please convey my appreciation to the members and staff of the council for their work in reviewing this issue.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Richard Allen", with a long, sweeping horizontal line extending to the right.

Richard Allen
Minister

Response to Advisory Memorandum 92-X



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Minister

Ministre

AUG - 4 1993

Professor Joy Cohnstaedt
Chair
Ontario Council on University Affairs
7th Floor
700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Professor Cohnstaedt:

I am writing in response to the Ontario Council on University Affairs Advisory Memorandum 92-X, "The Ontario Graduate Scholarship Program 1993-94". I apologize for the delay in responding.

I understand the council's concern with respect to increasing the number of awards available in recognition of the rise in student demand and with respect to maintaining the value of the award at a level that is competitive with comparable scholarships. Unfortunately, as a result of the current fiscal climate, it is not possible to provide additional resources to the program this year. Therefore, the number and value of the awards will be continued at their current levels for 1993-94. In addition, the 60 scholarships for student visa holders will be maintained.

In its advice, the council recommended that supplementary scholarships be made available to doctoral students and that a portion of these be targeted for under-represented groups. The purpose of these additional scholarships would be to increase the pool of potential faculty and, by targeting some scholarships for under-represented groups, to ensure that candidates more closely reflect the larger population served by the university community.

.../2

As you are aware, the Ontario Graduate Scholarship program was established to encourage excellence in graduate studies and to ensure the equitable distribution of scholarships to those candidates most deserving of recognition and support. I do not believe, therefore, that it would be appropriate to use the OGS program for any purpose other than for recognition of academic excellence. For this reason, and because no funds are available to support the additional scholarships, I cannot accept council's recommendation in this regard.

I do, however, concur with the principles underlying council's advice and believe that there is a need to address the issue of accessibility to graduate studies for under-represented groups. As you know, equity issues are an important component of the government's agenda. The establishment of a new graduate bursary for under-represented groups would be seen as a positive step forward in this regard. Furthermore, it would provide government with an opportunity to support the forthcoming employment equity legislation by providing a pool of potential faculty candidates which better reflects the larger community. Therefore, as an alternative to the council's recommendation, I am requesting that the council consider the establishment of a new graduate bursary program targeted to under-represented groups.

In submitting its advice, council should include details with respect to how the program will operate and who the target groups would be. In this regard, I am concerned about the lack of ethno-cultural graduate studies application and enrolment data. I am requesting advice from the council, therefore, concerning how this data might be compiled. In order to obtain support and co-operation in establishing a graduate bursary program, it is also requested that appropriate consultation with the Ontario Council on Graduate Studies, the OGS selection board and graduate studies offices should be undertaken.

Unfortunately, no new funds will be available to support such a new graduate bursary program. Therefore, I am also asking the council to advise on how such a program could be funded. It is recognized that it will not be possible to implement a new program this year given the lateness in the year and the time required to develop the program. Therefore, I would appreciate receiving the council's advice in time to allow for program implementation in 1994-95.

.../3

Lastly, I note from council's advice that there was some concern over the administration of the adjudication process of the OGS awards. I was pleased to learn, however, that the chair of the OGS Selection Board and ministry staff met with members of the council and were able to address council's concerns. I would encourage both the council and the selection board to continue to meet on a regular basis in order to keep informed of any new developments and to address any concerns that may arise.

Please convey my appreciation to members of the council for the advice contained in Advisory Memorandum 92-X. I look forward to receiving the council's advice with respect to the establishment of a new graduate bursary.

Sincerely,

A handwritten signature in dark ink, appearing to read "Dave Cooke", with a stylized flourish at the end.

Dave Cooke
Minister
M.P.P., Windsor-Riverside

Response to Advisory Memorandum 92-XI



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Minister

Ministre

June 24, 1993

Professor Joy Cohnstaedt
Chair
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M2H 2T8

Dear Professor Cohnstaedt:

I would like to thank you and the members of council for the advice presented in:

- correspondence of June 18, 1993 regarding "Modification to Advisory Memorandum 93-IV: Advice on the Distribution of the Additional \$110.0 million Transfer Payment Reduction for Ontario Universities in 1993-94";
- Advisory Memorandum 93-IV, "Modification to Advisory Memorandum 92-XI, The Allocation of Government's Operating Support for the University System in 1993-94, in Light of Government's Expenditure Control Plan Announced by the Minister of Finance, April 1993";
- Advisory Memorandum 93-III, "Review of the Distribution Mechanism for the Enhanced Accessibility for Students with Disabilities Funding Envelope"; and
- Advisory Memorandum 92-XI, "The Allocation of Government's Operating Support for the University System in 1993-94".

I appreciate all the work that council and staff have put into preparing the allocative advice for this exceptional year, as the Province faces the challenge of restructuring for the future.

I am pleased to accept the recommendations put forward by council, as reflected in your memorandum of June 18, 1993, with respect to the amount allocated to each of the funding envelopes and the distribution of the funds among universities within each of the envelopes.

Accordingly, for fiscal 1993-94:

- The differentiation grant for Trent University will be \$1,658,000.
- The Northern Ontario Operations Grants will total \$7,910,000 and the Northern Ontario Mission Grants will be \$2,781,000, both allocated as recommended.
- The regular bilingualism grants will total \$24.053 million, allocated as recommended, according to the incidence of incremental bilingualism costs as identified in Advisory Memorandum 89-III.
- An extraordinary grant of \$665,000 will be provided to Algoma College for 1993-94, contingent on the provision of a written guarantee of deficit reduction.
- The Research Overheads/Infrastructure Envelope will total \$28.337 million, distributed according to each institution's share of federal granting councils' peer-adjudicated research grants for 1989-90, 1990-91 and 1991-92, allocated as recommended.
- 1,000 International Graduate Student waivers will be awarded, at a rate of \$5,326 per waiver, for a total of \$5,326,000, allocated as recommended.
- Access for the Disabled will be funded with \$4,892,000 in total and will be distributed, commencing 1993-94, based on a three-year moving-average of total eligible Full-time Equivalent students, slipped one year, with a floor provision of \$60,000 for Hearst College and Dominican College and a floor of \$90,000 for other provincially-assisted university-level institutions.
- Corridor shift funding in the amount of \$171.864 million will be distributed according to the method described.
- The \$5.9 million in grants associated with AQ activity will be withdrawn from the institutions concerned as advised, by increasing the fees used in the basic envelope grant calculation. The institutions may increase the fees charged to students as outlined in my memorandum of June 15, 1993 in order to maintain basic income levels.
- The basic grants envelope will total \$1,555.239 million excluding a \$500,000 contingency reserve, with the preliminary distribution being made according to the advice presented.
- University transfer payments for 1993-94 will be reduced by \$110.0 million in total, in respect of

targetted reductions associated with the recent Social Contract legislation. The reduction for individual institutions will be made in accordance with the methodology prescribed in council's June 18, 1993 memorandum. The appropriateness of a review or adjustment to the social contract target in 1994-95 will have to be assessed once the sectoral and local negotiations have been concluded.

With respect to the Northern Ontario Mission grants, the ministry will perform both the pre- and post-fiscal year approval and monitoring process, according to the guidelines proposed by OCUA. This will, we believe, reduce the administrative difficulties involved in having reports submitted to different agencies, while maintaining the intent of council's advice. Funds will not be flowed from this envelope prior to project approvals in future years, unless the institutions have instituted adequate separate fund accounting procedures by the end of 1993-94.

I would ask that council undertake a review to determine the feasibility of transferring some level of Algoma's extraordinary grant to its base funding.

I note that the advice on the AQ related grant reductions pertains to 1993-94 only. I look forward to council's advice as to the planned phase out of the balance of the \$58.5 million from the university grant over the next three years.

As recommended, I would ask that council undertake a review of the ministry's long-term funding to enhance university education related services for students with disabilities.

For your information, the distribution of the \$7.625 million in faculty renewal funding for 1993-94 is detailed in the attached table.

Thank you again.

Sincerely,



Dave Cooke
Minister
M.P.P., Windsor-Riverside

FACULTY RENEWAL PROGRAM 1993-94

Brock	115,442
Carleton	346,326
Guelph	518,709
Lakehead	232,444
Laurentian	173,943
Algoma	0
Hearst	0
McMaster	460,208
Nippissing	0
Ottawa	635,711
Queen's	692,652
Toronto	1,503,866
Trent	115,442
Waterloo	577,210
Western	634,151
Wilfrid Laurier	115,442
Windsor	289,385
York	752,713
O.I.S.E.	115,442
Ryerson	289,385
O.C.A.	56,941
Dominicain	0
TOTAL	7,625,412

\FORMFUND\RENEWAL

Response to Advisory Memorandum 90-IX



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May 28, 1992

Dr. H. V. Nelles
Chairman
Ontario Council on University
Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Dr. Nelles,

Thank you for the Advisory Memorandum 90-IX, "Access Programs". I would like to express my appreciation to you and the Council for the time and effort that went into the preparation of the advice.

Over the past year, there has been significant interest in government programs and policies promoting access for targeted groups. In preparing the recommendations contained in its advisory memorandum, the Council has, I believe, reflected this interest. I am pleased to note that the approach suggested by the Council is consistent with the direction of the Ministry's Native Education and Training Strategy that was developed in consultation with Aboriginal and institutional representatives. Many of the initiatives recommended by Council have in fact already been implemented by the Ministry with Aboriginal groups having an integral role in their implementation.

In this connection, I am pleased to advise you that all native access or transition programs approved for funding under the strategy will be eligible for Ministry funding at weight 1. In addition, I will be forwarding the proposed principles and guidelines detailed in Recommendation 90-44 to the Proposal Selection Committee for its consideration.

.../2

In its advice, the Council also recommended that it initiate a review of the access and retention of students from minority ethno-cultural backgrounds and disadvantaged social and economic backgrounds in Ontario's university system.

I would concur with Council that the issue of access for students from under-represented groups is an important one. In recognition of this, the Ministry has established an Equity and Access Unit in the newly-created Policy and Programs Branch. Its mandate is to assist in the development and implementation of policy which will promote and foster educational and employment equity and access in Ontario's colleges and universities. I anticipate that the long term restructuring initiative will also address equity and access issues.

I suggest, therefore, that the Council's proposed review be postponed until we receive the recommendation of the long-term restructuring task force. OCUA, of course, will be a lead player in the long-term restructuring initiatives.

Please convey my appreciation to members and staff of the Council for their work on Advisory Memorandum 90-IX, "Access Programs".

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Richard Allen", with a long horizontal flourish extending to the right.

Richard Allen
Minister



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